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REPORTS OF THE IMMIGRATION COMMISSION

STEERAGE CONDITIONS

IMPORTATION AND HARBORING OF WOMEN
FOR IMMORAL PURPOSES

IMMIGRANT HOMES AND AID SOCIETIES

IMMIGRANT BANKS



PRESENTED BY MR. DILLINGHAM

DECEMBER 5, 1910.—Referred to the Committee on Immigration
and ordered to be printed, with illustrations

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1911

A. 457304

THE IMMIGRATION COMMISSION.

Senator WILLIAM P. DILLINGHAM,
Chairman.
Senator HENRY CABOT LODGE.
Senator ASBURY C. LATIMER.^a
Senator ANSELM J. MCLAURIN.^b
Senator LE ROY PERCY.^c

Representative BENJAMIN F. HOWELL.
Representative WILLIAM S. BENNETT.
Representative JOHN L. BURNETT.
Mr. CHARLES P. NEILL.
Mr. JEREMIAH W. JENKS.
Mr. WILLIAM R. WHEELER.

Secretaries:

MORTON E. CRANE W. W. HUSBAND,
C. S. ATKINSON.

Chief Statistician:

FRED C. CROXTON.

Extract from act of Congress of February 20, 1907, creating and defining the duties of the Immigration Commission.

That a commission is hereby created, consisting of three Senators, to be appointed by the President of the Senate, and three Members of the House of Representatives, to be appointed by the Speaker of the House of Representatives, and three persons to be appointed by the President of the United States. Said commission shall make full inquiry, examination, and investigation, by subcommittee or otherwise, into the subject of immigration. For the purpose of said inquiry, examination, and investigation said commission is authorized to send for persons and papers, make all necessary travel, either in the United States or any foreign country, and, through the chairman of the commission, or any member thereof, to administer oaths and to examine witnesses and papers respecting all matters pertaining to the subject, and to employ necessary clerical and other assistance. Said commission shall report to Congress the conclusions reached by it, and make such recommendations as in its judgment may seem proper. Such sums of money as may be necessary for the said inquiry, examination, and investigation are hereby appropriated and authorized to be paid out of the "immigrant fund" on the certificate of the chairman of said commission, including all expenses of the commissioners, and a reasonable compensation, to be fixed by the President of the United States, for those members of the commission who are not Members of Congress; * * * .

^a Died February 20, 1908.

^b Appointed to succeed Mr. Latimer, February 25, 1908. Died December 22, 1909.

^c Appointed to succeed Mr. McLaurin, March 16, 1910.

LIST OF REPORTS OF THE IMMIGRATION COMMISSION.

- Volumes 1 and 2. Abstracts of Reports of the Immigration Commission, with Conclusions and Recommendations and Views of the Minority. (These volumes include the Commission's complete reports on the following subjects: Immigration Conditions in Hawaii; Immigration and Insanity; Immigrants in Charity Hospitals; Alien Seamen and Stowaways; Contract Labor and Induced and Assisted Immigration; The Greek Padrone System in the United States; Peonage.) (S. Doc. No. 747, 61st Cong., 3d sess.)
- Volume 3. Statistical Review of Immigration, 1819-1910—Distribution of Immigrants, 1850-1900. (S. Doc. No. 756, 61st Cong., 3d sess.)
- Volume 4. Emigration Conditions in Europe. (S. Doc. No. 748, 61st Cong., 3d sess.)
- Volume 5. Dictionary of Races or Peoples. (S. Doc. No. 662, 61st Cong., 3d sess.)
- Volumes 6 and 7. Immigrants in Industries: Pt. 1, Bituminous Coal Mining. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volumes 8 and 9. Immigrants in Industries: Pt. 2, Iron and Steel Manufacturing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 10. Immigrants in Industries: Pt. 3, Cotton Goods Manufacturing in the North Atlantic States—Pt. 4, Woolen and Worsted Goods Manufacturing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 11. Immigrants in Industries: Pt. 5, Silk Goods Manufacturing and Dyeing—Pt. 6, Clothing Manufacturing—Pt. 7, Collar, Cuff, and Shirt Manufacturing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 12. Immigrants in Industries: Pt. 8, Leather Manufacturing—Pt. 9, Boot and Shoe Manufacturing—Pt. 10, Glove Manufacturing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 13. Immigrants in Industries: Pt. 11, Slaughtering and Meat Packing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 14. Immigrants in Industries: Pt. 12, Glass Manufacturing—Pt. 13, Agricultural Implement and Vehicle Manufacturing. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 15. Immigrants in Industries: Pt. 14, Cigar and Tobacco Manufacturing—Pt. 15, Furniture Manufacturing—Pt. 16, Sugar Refining. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 16. Immigrants in Industries: Pt. 17, Copper Mining and Smelting—Pt. 18, Iron Ore Mining—Pt. 19, Anthracite Coal Mining—Pt. 20, Oil Refining. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 17. Immigrants in Industries: Pt. 21, Diversified Industries, Vol. I. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volume 18. Immigrants in Industries: Pt. 21, Diversified Industries, Vol. II—Pt. 22, The Floating Immigrant Labor Supply. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volumes 19 and 20. Immigrants in Industries: Pt. 23, Summary Report on Immigrants in Manufacturing and Mining. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volumes 21 and 22. Immigrants in Industries: Pt. 24, Recent Immigrants in Agriculture. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volumes 23-25. Immigrants in Industries: Pt. 25, Japanese and Other Immigrant Races in the Pacific Coast and Rocky Mountain States. (S. Doc. No. 633, 61st Cong., 2d sess.)
- Volumes 26 and 27. Immigrants in Cities. (S. Doc. No. 338, 61st Cong., 2d sess.)
- Volume 28. Occupations of the First and Second Generations of Immigrants in the United States—Fecundity of Immigrant Women. (S. Doc. No. 282, 61st Cong., 2d sess.)
- Volumes 29-33. The Children of Immigrants in Schools. (S. Doc. No. 749, 61st Cong., 3d sess.)
- Volumes 34 and 35. Immigrants as Charity Seekers. (S. Doc. No. 665, 61st Cong., 3d sess.)
- Volume 36. Immigration and Crime. (S. Doc. No. 750, 61st Cong., 3d sess.)
- Volume 37. Steerage Conditions—Importation and Harboring of Women for Immoral Purposes—Immigrant Homes and Aid Societies—Immigrant Banks. (S. Doc. No. 753, 61st Cong., 3d sess.)
- Volume 38. Changes in Bodily Form of Descendants of Immigrants. (S. Doc. No. 208, 61st Cong., 2d sess.)
- Volume 39. Federal Immigration Legislation—Digest of Immigration Decisions—Steerage Legislation, 1819-1908—State Immigration and Alien Laws. (S. Doc. No. 758, 61st Cong., 3d sess.)
- Volume 40. The Immigration Situation in Other Countries: Canada—Australia—New Zealand—Argentina—Brazil. (S. Doc. No. 761, 61st Cong., 3d sess.)
- Volume 41. Statements and Recommendations Submitted by Societies and Organizations Interested in the Subject of Immigration. (S. Doc. No. 764, 61st Cong., 3d sess.)
- Volume 42. Index of Reports of the Immigration Commission. (S. Doc. No. 785, 61st Cong., 3d sess.)

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STEERAGE CONDITIONS.

STEERAGE CONDITIONS.

The report of the Immigration Commission on steerage conditions resulted from investigations by agents of the Commission who, in the guise of immigrants, traveled in the steerage of 12 trans-Atlantic ships. Practically all of the more important lines engaged in the immigrant-carrying traffic were included in the inquiry, and every type of steerage was studied. The report upon this subject was presented to Congress December 13, 1909, and printed as Senate Document No. 26, Sixty-first Congress, second session. It is reprinted here as a part of the Commission's complete report to the Congress. The report on steerage conditions was prepared by Miss Anna Herkner, who, as an agent of the Commission, crossed the Atlantic three times as a steerage passenger.

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STEERAGE CONDITIONS.

INTRODUCTORY.

Prior to the act of 1819, "Regulating passenger ships and vessels,"^a there was no law of the United States for the protection of passengers at sea. In 1796 Congress, at the instance of States having sea-ports, passed a law directing revenue officers "to aid in the execution of the quarantine and also in the execution of the health laws of the States."^b Again, in 1799, it was decreed by Congress "that quarantine and other restraints which shall be required and established by the health laws of any State or pursuant thereto, respecting any vessels * * * shall be duly observed by the collectors and other officers of the revenue of the United States."^c These laws were intended to protect persons already in the country rather than those journeying to or from it in ships, but the act of 1819, above referred to, was the first national legislative attempt to improve conditions surrounding immigrants during the then long voyage across the Atlantic. This law limited the number of passengers to be carried and specified the amount and kind of food to be provided. It is of interest also that under this law the recording of data relative to immigration to the United States was first provided for.

The introduction of steam as a motive power in ocean transportation and the enormous increase in the tide of immigration necessitated further legislation relative to the transportation of immigrants, the history of which is told in a special report of the Commission upon that subject.^d

The latest general revision of the law upon this subject occurred in 1882, when "An act to regulate the carriage of passengers by sea"^e was enacted. Section 1 of this act was subsequently amended,^f but otherwise it has remained unchanged.

The unamended act of 1882 was in force when the Immigration Commission's investigation of steerage conditions was made.

There has never before been a thorough investigation of steerage conditions by national authority, but such superficial investigations as have been made, and the many nonofficial inquiries as well, have invariably disclosed evil and revolting conditions. The high percentage of sickness and death which attended immigration by sea during the sailing-vessel period has been practically eliminated by

^a 1 U. S. Stat. L., p. 54, sec. 4.

^b 1 U. S. Stat. L., p. 474.

^c 1 U. S. Stat. L., p. 619.

^d See Steerage Legislation, 1819-1908. Reports of the Immigration Commission, vol. 40.

^e Appendix A.

^f Appendix B.

reducing the length of time required for the voyage, and perhaps also in part by the greater precautions in this regard taken by steamship companies; but improvements along other lines are much less conspicuous. The steerage on some ships at the present time is entirely unobjectionable, but both unobjectionable and revolting steerage conditions may and do exist on the same ship.

It is the purpose of this report to show steerage conditions exactly as they were found, but, what is of more importance, it will show also that there is no reason why the disgusting and demoralizing conditions which have generally prevailed in the steerages of immigrant ships should continue. This has been amply demonstrated by experiences of the Commission's agents, and the Commission believes that the better type of steerage should and can be made general instead of exceptional, as is the case at the present time.

The report on steerage conditions is based on information obtained by special agents of the Immigration Commission traveling as steerage passengers on 12 different trans-Atlantic steamers and on observation of the steerage in 2 others, as well as on ships of every coastwise line carrying immigrants from one United States port to another. Because the investigation was carried on during the year 1908, when, owing to the industrial depression, immigration was very light, the steerage was seen practically at its best. Overcrowding with all its concomitant evils was absent. What the steerage is when travel is heavy and all the compartments filled to their entire capacity can readily be understood from what was actually found. In reading this report, then, let it be remembered that not extreme but comparatively favorable conditions are here depicted.

THE OLD AND NEW STEERAGE.

Trans-Atlantic steamers may be classed in three general subdivisions on the basis of their provision for other than cabin passengers. These are: Vessels having the ordinary or old-type steerage, those having the new-type steerage, and those having both. In order to make clear the distinction between these subdivisions, a description of the two types of steerage, old and new, will be given.

THE OLD STEERAGE.

The old-type steerage is the one whose horrors have been so often described. It is unfortunately still found in a majority of the vessels bringing immigrants to the United States. It is still the common steerage in which hundreds of thousands of immigrants form their first conceptions of our country and are prepared to receive their first impressions of it. The universal human needs of space, air, food, sleep, and privacy are recognized to the degree now made compulsory by law. Beyond that, the persons carried are looked upon as so much freight, with mere transportation as their only due. The sleeping quarters are large compartments, accommodating as many as 300 or more persons each. For assignment to these, passengers are divided into three classes, namely, women without male escorts, men traveling alone, and families. Each class is housed in a separate compartment, and the compartments are often

in different parts of the vessel. It is generally possible to shut off all communication between them, though this is not always done.

The berths are in two tiers, with an interval of 2 feet and 6 inches of space above each. They consist of an iron framework containing a mattress, a pillow, or more often a life-preserver as a substitute, and a blanket. The mattress and the pillow, if there is one, are filled with straw or seaweed. On some lines this is renewed every trip. Either colored gingham or coarse white canvas slips cover the mattress and pillow. A piece of iron piping placed at a height where it will separate the mattresses is the "partition" between berths. The blankets differ in weight, size, and material on the different lines. On one line of steamers, where the blanket becomes the property of the passenger on leaving, it is far from adequate in size and weight, even in the summer. Generally the passenger must retire almost fully dressed to keep warm. Through the entire voyage, from seven to seventeen days, the berths receive no attention from the stewards. The berth, 6 feet long and 2 feet wide and with 2½ feet of space above it, is all the space to which the steerage passenger can assert a definite right. To this 30 cubic feet of space he must, in a large measure, confine himself. No space is designated for hand baggage. As practically every traveler has some bag or bundle, this must be kept in the berth. It may not even remain on the floor beneath. There are no hooks on which to hang clothing. Everyone, almost, has some better clothes saved for disembarkation, and some wraps for warmth that are not worn all the time, and these must either be hung about the framework of the berth or stuck away somewhere in it. At least two large transportation lines furnish the steerage passengers eating utensils and require each one to retain these throughout the voyage. As no repository for them is provided, a corner of each berth must serve that purpose. Towels and other toilet necessities, which each passenger must furnish for himself, claim more space in the already crowded berths. The floors of these large compartments are generally of wood, but floors consisting of large sheets of iron were also found. Sweeping is the only form of cleaning done. Sometimes the process is repeated several times a day. This is particularly true when the litter is the leavings of food sold to the passengers by the steward for his own profit. No sick cans are furnished, and not even large receptacles for waste. The vomitings of the seasick are often permitted to remain a long time before being removed. The floors, when iron, are continually damp, and when of wood they reek with foul odor because they are not washed.

The open deck available to the steerage is very limited, and regular separable dining rooms are not included in the construction. The sleeping compartments must therefore be the constant abode of a majority of the passengers. During days of continued storm, when the unprotected open deck can not be used at all, the berths and the passageways between them are the only space where the steerage passenger can pass away the time.

When to this very limited space and much filth and stench is added inadequate means of ventilation, the result is almost unendurable. Its harmful effects on health and morals scarcely need be indicated. Two 12-inch ventilator shafts are required for every 50 persons in

every room; but the conditions here are abnormal and these provisions do not suffice. The air was found to be invariably bad, even in the higher inclosed decks where hatchways afford further means of ventilation. In many instances persons, after recovering from seasickness, continue to lie in their berths in a sort of stupor, due to breathing air whose oxygen has been mostly replaced by foul gases. Those passengers who make a practice of staying much on the open deck feel the contrast between the air out of doors and that in the compartments, and consequently find it impossible to remain below long at a time. In two steamers the open deck was always filled long before daylight by those who could no longer endure the foul air between decks.

Wash rooms and lavatories, separate for men and for women, are required by law, which also states they shall be kept in a "clean and serviceable condition throughout the voyage." The indifferent obedience to this provision is responsible for further uncomfortable and unhygienic conditions. The cheapest possible materials and construction of both washbasins and lavatories secure the smallest possible degree of convenience and make the maintenance of cleanliness extremely difficult where it is attempted at all. The number of washbasins is invariably by far too few, and the rooms in which they are placed are so small as to admit only by crowding as many persons as there are basins. The only provision for counteracting all the dirt of this kind of travel is cold salt water, with sometimes a single faucet of warm water to an entire wash room. And in some cases this faucet of warm water is at the same time the only provision for washing dishes. Soap and towels are not furnished. Floors of both wash rooms and water-closets are damp and often filthy until the last day of the voyage, when they are cleaned in preparation for the inspection at the port of entry. The claim that it is impossible to establish and maintain order in these parts of the immigrant quarters is thus shown to be false.

Regular dining rooms are not a part of the old type of steerage. Such tables and seats as the law says "shall be provided for the use of passengers at regular meals" are never sufficient to seat all the passengers, and no effort to do this is made by systematic repeated sittings. In some instances the tables are mere shelves along the wall of a sleeping compartment. Sometimes plain boards set on wooden trestles and rough wooden benches set in the passageways of sleeping compartments are considered a compliance with the law. Again, when a compartment is only partly full, the unoccupied space is called a dining room and is used by all the passengers in common, regardless of what sex uses the rest of the compartment as sleeping quarters. When traffic is so light that some compartment is entirely unused, its berths are removed and stacked in one end and replaced by rough tables and benches. This is the most ample provision of dining accommodations ever made in the old type steerage, and occurs only when the space is not needed for other more profitable use.

There are two systems of serving the food. In one instance the passengers, each carrying the crude eating utensils given him to use throughout the journey, pass in single file before the three or four stewards who are serving and each receives his rations. Then he finds a place wherever he can to eat them, and later washes his dishes

and finds a hiding place for them where they may be safe until the next meal. Naturally there is a rush to secure a place in line and afterwards a scramble for the single warm-water faucet, which has to serve the needs of hundreds. Between the two, tables and seats are forgotten or they are deliberately deserted for the fresh air of the open deck.

Under the new system of serving, women and children are given the preference at such tables as there are, the most essential eating utensils are placed by the stewards and then washed by them. When the bell announces a meal, the stewards form in a line extending to the galley and large tin pans, each containing the food for one table, are passed along until every table is supplied. This constitutes the table service. The men passengers are even less favored. They are divided into groups of six. Each group receives two large tin pans and tin plates, cups, and cutlery enough for the six; also one ticket for the group. Each man takes his turn in going with the ticket and the two large pans for the food for the group, and in washing and caring for the dishes afterwards. They eat where they can, most frequently on the open deck. Stormy weather leaves no choice but the sleeping compartment.

The food may be generally described as fair in quality and sufficient in quantity, and yet it is neither; fairly good materials are usually spoiled by being wretchedly prepared. Bread, potatoes, and meat, when not old leavings from the first and second galleys, form a fair substantial diet. Coffee is invariably bad and tea doesn't count as food with most immigrants. Vegetables, fruits, and pickles form an insignificant part of the diet and are generally of a very inferior quality. The preparation, the manner of serving the food, and disregard of the proportions of the several food elements required by the human body make the food unsatisfying, and therefore insufficient. This defect and the monotony are relieved by purchases at the canteen by those whose capital will permit. Milk is supplied for small children.

Hospitals have long been recognized as indispensable, and so are specially provided in the construction of most passenger-carrying vessels. The equipment varies, but there are always berths and facilities for washing and a latrine closet at hand. A general aversion to using the hospitals freely is very apparent on some lines. Seasickness does not qualify for admittance. Since this is the most prevalent ailment among the passengers, and not one thing is done for either the comfort or convenience of those suffering from it and confined to their berths, and since the hospitals are included in the space allotted to the use of steerage passengers, this denial of the hospital to the seasick seems an injustice. On some lines the hospitals are freely used. A passenger ill in his berth receives only such attention as the mercy and sympathy of his fellow-travelers supplies.

After what has already been said, it is scarcely necessary to consider separately the observance of the provision for the maintenance of order and cleanliness in the steerage quarters and among the steerage passengers. Of what practical use could rules and regulations by the captain or master be, when their enforcement would be either impossible or without appreciable result with the existing accommodations? The open deck has always been decidedly inadequate in

size. The amendment to section 1 of the passenger act of 1882, which went into effect January 1, 1909, provides that henceforth this space shall be 5 superficial feet for every steerage passenger carried. On one steamer showers of cinders were a deterrent to the use of the open deck during several days. On another a storm made the use of the open deck impossible during half the journey. The only seats available were the machinery that filled much of the deck.

Section 7 of the law of 1882, which excluded the crew from the compartments occupied by the passengers except when ordered there in the performance of their duties, was found posted in more or less conspicuous places. There was generally one copy in English and one in the language of the crew. It was never found in all the several languages of the passengers carried, yet they are as much concerned by this regulation as is the crew. And if passengers of one nationality should know it, it is equally important that all should.

Considering this old-type steerage as a whole, it is a congestion so intense, so injurious to health and morals that there is nothing on land to equal it. That people live in it only temporarily is no justification of its existence. The experience of a single crossing is enough to change bad standards of living to worse. It is abundant opportunity to weaken the body and implant there germs of disease to develop later. It is more than a physical and moral test; it is a strain. And surely it is not the introduction to American institutions that will tend to make them respected.

The common plea that better accommodations can not be maintained because they would be beyond the appreciation of the emigrant and because they would leave too small a margin of profit carry no weight in view of the fact that the desired kind of steerage already exists on some of the lines and is not conducted as either a philanthropy or a charity.

THE NEW STEERAGE.

There is nothing striking in what this new-type steerage furnishes. On general lines it follows the plans of the accommodations for second-cabin passengers. The one difference is that everything is simpler proportionately to the difference in the cost of passage. Unfortunately the new type of steerage is to be found only on those lines that carry emigrants from the north of Europe. The number of these has become but a small per cent of the total influx.

Competition was the most forceful influence that led to the development of this improved type of steerage and established it on the lines where it now exists. A division, by mutual agreement, of the territory from which the several transportation lines or groups of such lines draw their steerage passengers lessens the possibility of competition as a force for the extension of the new type of steerage to all emigrant-carrying lines.

Legislation, however, may complete what competition began. The new-type steerage may again be subdivided into two classes. The best of these follows very closely the plan of the second-cabin arrangements; the other adheres in some respects to the old-type steerage. These resemblances are chiefly in the construction of berths and the location and equipment of dining rooms. The two classes will not be considered separately, but the differences in them

will be noted. The segregation of the sexes in the sleeping quarters is observed in accordance with the law in the new type of steerage much more carefully than in the other. Women traveling without male escort descend one hatchway to their part of the deck, men another, and families still another. Further privacy is secured by inclosed berths or staterooms. The berths are sometimes exactly like those in the old-type steerage in construction and bedding. The best, however, are built the same as cabin berths. The bedding was found sometimes less clean than others, but the blankets were always ample. Staterooms contain from two to eight berths. The floor space between is utilized for hand baggage. On some steamers special provision is made beyond the end of the berths for baggage. There are hooks for clothes, a seat, a mirror, and sometimes even a stationary washstand and individual towels are furnished. Openings below and above the partition walls permit circulation of air. Lights near the ceiling in the passageways give light in the staterooms. In some instances there is an electric bell within easy reach of both upper and lower berths which summons a steward or stewardess in case of need.

On some steamers stewards are responsible for complete order in the staterooms. They make the berths and sweep or scrub floors as the occasion requires. The most important thing is that the small rooms secure a greater degree of privacy and give seclusion to families. On most steamers some large compartments still remain. These are occupied by men passengers when traffic is heavy.

In spite of the less crowded conditions the air is still bad. Steamers that were models in other respects were found to have air as foul as the worst. The lower the deck the worse was the air. Though bearing no odors of filth, it was heavy and oppressive. It gave the general impression of not being changed nearly often enough. Those who were able to go up on the open deck, and thus experience the difference between fresh air and that below, found it impossible to remain between decks long even to sleep. The use of the open deck generally began very early in the morning. Where there are not stationary washstands in the staterooms, and their presence is still the exception and not the rule, lavatories separate for the two sexes are provided. These are generally of a size sufficient to accommodate comfortably even more persons than there are basins. Roller towels are provided, and sometimes even soap. The basins are of the size and shape most commonly found everywhere. They may be porcelain and cleaned by a steward, or they may be of a coarse metal and receive little care. It is not found impossible to keep the floors dry during the entire journey. The water-closets are of the usual construction—convenient for use and not difficult to maintain in a serviceable condition. Floors are at all times clean and dry. Objectionable odors are destroyed by disinfectants. Bath tubs and showers are occasionally provided, though their presence is seldom advertised among the passengers, and a fee is a prerequisite to their use.

Regular dining rooms appropriately equipped are included in the ship's construction. Between meals these are used as general recreation rooms. A piano, a clock regulated daily, and a chart showing the ship's location at sea may be other evidences of consideration for the comfort of the passengers.

On older vessels the dining room occupies the center space of a deck, inclosed or entirely open, and with the passage between the staterooms opening directly into it; the tables and benches are of rough boards and movable. The tables are covered for meals, and the heavy white porcelain dishes and good cutlery are placed, cleared away, and washed by stewards. The food is also served by them.

On the newer vessels the dining rooms are even better. In equipment they resemble those of the second cabin. The tables and chairs are substantially built and attached to the floor. The entire width of a deck is occupied. This is sometimes divided into two rooms, one for men, the other for women and families. Between meals men may use their side as a smoking room. The floors are washed daily. The desirability of eating meals properly served at tables and away from the sight and odor of berths scarcely needs discussion. The dining rooms, moreover, increase the comfort of the passengers by providing some sheltered place besides the sleeping quarters in which to pass the waking hours when exposure to the weather on the open deck becomes undesirable. The food on the whole is abundant and when properly prepared wholesome. It seldom requires reinforcement from private stores or by purchase from the canteen. The general complaints against the food are that good material is often spoiled by poor preparation; that there is no variety and that the food lacks taste. But there were steamers found where not one of these charges applied. Little children received all necessary milk. Beef tea and gruel are sometimes served to those who for the time being can not partake of the usual food.

Hospitals were found in accordance with the legal requirements. On the steamers examined there was little occasion for their use. The steerage accommodations were conducive to health, and those who were seasick received all necessary attention in their berths.

Along with the striking difference in living standards between old and new types of steerage goes a vast difference in discipline, service, and general attitude toward the passengers.

One line is now perhaps in a state of transition from the old to the new type of steerage. It has both on some of its steamers. It is significant that the emigrants carried in its two steerages do not radically differ in any way. It is quite unworthy of a transportation line that maintains such an excellent new-type steerage to be content to still retain on its vessels such an infamous old-type steerage.

The replacement of sails by steam, and the consequent shortening of the ocean voyage, has practically eliminated the problem of a high death rate at sea. Many of the evils of ocean travel still exist, but they are not long enough continued to produce death. At present a death on a steamer is the exception and not the rule. Contagious disease may and does sometimes break out and bring death to some passengers. There are also other instances of death from natural causes, but these are rare and call for no special study or alarm.

The inspection of the steerage quarters by a customs official at our ports of entry to ascertain if all the legal requirements have been observed is and in the very nature of things must be merely perfunctory. The inspector sees the steerage as it is after being prepared for his approval, and not as it was when in actual use. He does not know enough about the plan of the vessel to make his own inspection,

and so he sees only what the steerage steward shows him. The time devoted to the inspection suffices only for a passing glance at the steerage, and the method employed does not tend to give any real information, much less to disclose any violations.

These, then, are the forms of steerage that exist at the present time. The evils and advantages of such are not far to seek. The remedies for such evils as still exist are known and proven, but it still remains to make them compulsory where they have not been voluntarily adopted.

RECOMMENDATIONS.

As the new statute took effect so recently as January 1, and as the "new" steerage, in the opinion of all our investigators, fully complies with all that can be demanded, the Commission's recommendation is that a statute be immediately enacted providing for the placing of government officials, both men and women, on vessels carrying third-class and steerage passengers, the expense to be borne by the steamship companies. The system inaugurated by the Commission of sending investigators in the steerage in the guise of immigrants should be continued at intervals by the Bureau of Immigration.

In the past no agent or employee of the bureau has ever crossed the Atlantic in the steerage, so far as the records show. The placing of government officials on the steamers will soon result in the abolition of the "old-style" steerage by legislation if necessary. Legislation will be careful and comprehensive if based on the report of such officials as to steerage conditions when travel is normal, which it was not when the Commission's investigations were made.

A TYPICAL OLD STEERAGE.

[An Investigator's report.]

"The statements in this report, unless otherwise indicated, are based on actual experiences and observations made during a twelve days' voyage in the steerage of the ———"

"I arrived in ——— as a 'single woman' in the disguise of a Bohemian peasant, under an assumed name, and with passage engaged in the steerage on the ———. I called out the name of the agent from whom my ticket was purchased, ———, as directed in the circular sent me, and was approached by a porter, who carried my baggage and led me to ——— office. From here we were directed to a lodging house at which Bohemians and Moravians are usually lodged. Here I remained until my vessel sailed. The charges were 3 kronen a day for a fair bed and three meals—a breakfast of coffee and rolls; a dinner of soup, boiled beef, potatoes, and another vegetable; and a supper of coffee, rye bread, and butter. Later, on the steamer, other passengers told me of the places at which they had stopped. Some said the board had been much better than was being served on the ———. Others complained that the landlords had tried to overcharge them, and when they rebelled, that half of the original bill was gladly accepted. No one could tell very definitely where he had lodged. Each spoke of it as the agent's, probably because he had been sent there by some clerk in the agent's office.

"During the day it was necessary to present myself at the agent's office, pay the balance of my passage money, and give certain information about myself. This consisted of my name, age, occupation, name and address of people to whom I was going, name and address of nearest relative left behind, amount of money in my possession, nationality, last residence, whether married or single, and whether ever before in America.

"Beyond this no inquiries or investigation were made as to my literacy, my past, the source of my passage money, my morals, or mental condition. My 'work book'^a which was to serve as my passport out of Austria, a counterfeit with a false and completely blurred seal, was closely examined, but no unfavorable criticism was offered.

"On the day just prior to sailing all the steerage passengers who were not American citizens were vaccinated by the physician from the ——— and one other. The women bared their arms in one room, the men in another. No excuse was sufficient to escape this requirement. However, the skin was not even pierced in any one of the three spots on my arm, and I later found this to be true in the case of many of the other passengers. The eyes were casually examined by the same physicians. Each 'inspection card' was stamped by the United States consulate and also marked 'vaccinated.'

"July 30 we went by train from ——— to ———, where in the waiting room we were classed as 'families,' 'single women'—that is, women traveling alone—and 'single men,' or men traveling alone. Thus subdivided we went on board, each class into a compartment especially assigned to it.

"The compartment provided for single women was in some respects superior to the quarters occupied by the other steerage passengers. It was likewise in the stern of the vessel, but was located on the main deck and had formerly been the second cabin. The others were on the first deck below the main deck.

"All the steerage berths were of iron, the framework forming two tiers and having but a low partition between the individual berths. Each bunk contained a mattress filled with straw and covered with a slip made of coarse white canvas, apparently cleaned for the voyage. There were no pillows. Instead, a life-preserver was placed under the mattress at the head in each berth. A short and light-weight white blanket was the only covering provided. This each passenger might take with him on leaving. It was practically impossible to undress properly for retiring because of insufficient covering and lack of privacy. Many women had pillows from home and used shawls and other clothing for coverings.

"Other conditions in our compartment were unusually good, owing to the small number of passengers, 36 instead of 194 in this particular section. We were not crowded and there was better air and fewer odors. The vacant berths could be used as clothes racks and storage space for hand baggage.

"Our compartment was subdivided into three sections—one for the German women, which was completely boarded off from the rest; one for Hebrews; and one for all other creeds and nationalities together.

^a A small record book showing past employment, common among working classes in many sections of Europe. The "work book" also serves as a local passport.

The partition between these last two was merely a fence, consisting of four horizontal 6-inch boards. This neither kept out odors nor cut off the view.

"The single men had their sleeping quarters directly below ours, and adjoining was the compartment for families and partial families—that is, women and children. In this last section every one of the 60 beds was occupied and each passenger had only the 100 cubic feet of space required by law. The Hebrews were here likewise separated from the others by the same ineffectual fence, consisting of four horizontal boards and the intervening spaces. During the first six days the entire 60 berths were separated from the rest of the room by a similar fence. Outside the fence was the so-called dining room, getting all the bedroom smells from these 60 crowded berths. Later the spaces in, above, and below the fence were entirely boarded up.

"The floors in all these compartments were of wood. They were swept every morning and the aisles sprinkled lightly with sand. None of them was washed during the twelve days' voyage nor was there any indication that a disinfectant was being used on them. The beds received only such attention as each occupant gave to his own. When the steerage is full, each passenger's space is limited to his berth, which then serves as bed, clothes and towel rack, cupboard, and baggage space. There are no accommodations to encourage the steerage passenger to be clean and orderly. There was no hook on which to hang a garment, no receptacle for refuse, no cuspidor, no cans for use in case of seasickness.

"Two wash rooms were provided for the use of the steerage. The first morning out I took special care to inquire for the women's wash room. One of the crew directed me to a door bearing the sign 'Wash room for men.' Within were both men and women. Thinking I had been misdirected, I proceeded to the other wash room. This bore no label and was likewise being used by both sexes. Repeating my inquiry another of the crew directed me just as the first had done. Evidently there was no distinction between the men's and the women's wash rooms. These were on the main deck and not convenient to any of the sleeping quarters. To use them one had to cross the open deck, subject to the public gaze. In the case of the families and men, it was necessary to come upstairs and cross the deck to get to both wash rooms and toilets.

"The one wash room, about 7 by 9 feet, contained 10 faucets of cold salt water, 5 along either of its two walls, and as many basins. These resembled in size and shape the usual stationary laundry tub. Ten persons could scarcely have used this room at one time. The basins were seldom used on account of their great inconvenience and because of the various other services to which they must be put. To wash out of a laundry tub with only a little water on the bottom is quite difficult, and where so many persons must use so few basins one can not take the time to draw so large a basin full of water. This same basin served as a dishpan for greasy tins, as a laundry tub for soiled handkerchiefs and clothing, and as a basin for shampoos, and without receiving any special cleaning. It was the only receptacle to be found for use in the case of seasickness.

"The space indicated to me as the 'women's wash room' contained 6 faucets of cold salt water and basins like those already

described. The hot-water faucet did not act. The sole arrangement for washing dishes in all the steerage was located in the women's wash room. It was a trough about 4 feet long, with a faucet of warm salt water. This was never hot, and seldom more than lukewarm. Coming up in single file to wash dishes at the trough would have meant very long waiting for those at the end of the line, and to avoid this many preferred cold water and the wash basins. The steerage stewards also brought dishes here to wash. If there was no privacy in our sleeping quarters there certainly was none in the wash rooms.

"Steerage passengers may be filthy, as is often alleged, but considering the total absence of conveniences for keeping clean, this uncleanliness seems but a natural consequence. Some may really be filthy in their habits, but many make heroic efforts to keep clean. No woman with the smallest degree of modesty, and with no other conveniences than a wash room, used jointly with men, and a faucet of cold salt water can keep clean amidst such surroundings for a period of twelve days and more. It was forbidden to bring water for washing purposes into the sleeping compartments, nor was there anything in which to bring it. On different occasions some of the women rose early, brought drinking water in their soup pails, and thus tried to wash themselves effectively, but were driven out when detected by the steward. Others, resorting to extreme measures, used night chambers, which they carry with them for the children, as wash basins. This was done a great deal when preparation was being made for landing. Even hair was washed with these vessels. No soap and no towels were supplied.

"Seeing the sign 'Baths' over a door, I inquired if these were for the steerage. The chief steerage steward informed me that this sign no longer meant anything; that when that section had been used by the second cabin the baths had been there. 'Are there then no baths for the steerage?' I asked. 'Oh, yes; in the hospital,' he assured me. 'Where all the steerage may bathe?' I continued. 'They are really only for those in the hospital, but if you can persuade the stewardess to prepare you a bath, I will permit you to have one,' he replied.

"The toilets for women were six in number—for men about five. They baffle description as much as they did use. Each room or space was exceedingly narrow and short, and instead of a seat there was an open trough, in front of which was an iron step and back of it a sheet of iron slanting forward. On either side wall was an iron handle. The toilets were filthy and difficult of use and were apparently not cleaned at all during the first few days. Later in the voyage they were evidently cleaned every night, but not during the day. The day of landing, when inspection was made by the customs official who came on board, the toilets were clean, the floors in both toilets and wash rooms were dry, and the odor of a disinfectant was noticeable. All these were conditions that did not obtain during the voyage or at any one time.

"Each steerage passenger is to be furnished 'all the eating utensils necessary.' These he finds in his berth, and like the blanket they become his possession and his care. They consist of a fork, a large spoon, and a combination workingman's tin lunch pail. The bot-

tom or pail part is used for soup and frequently as a wash basin; a small tin dish that fits into the top of the pail is used for meat and potatoes; a cylindrical projection on the lid is a dish for vegetables or stewed fruits; a tin cup that fits onto this projection is for drinks. These must serve the passenger throughout the voyage and so are generally hidden away in his berth for safe-keeping, there being no other place provided. Each washed his own dishes, and if he wished to use soap and a towel he must provide his own.

"Dish washing is not easy, as there is only one faucet of warm water, and when there is no chance to use this, he has no other choice than to try to get the grease off of his tins with cold salt water. As the ordinary man doesn't carry soap and dish towels with him, he has not these aids to proper dish washing. He uses his hand towel, if he happens to have one, or his handkerchief, or must let the dishes dry in the sun. The quality of the tin and this method of washing is responsible for the fact that the dishes are soon rusty, and not fit to eat from. Here, as in the toilet and washrooms, it would require persons of very superior intelligence, skill, and ingenuity to maintain order with the given accommodations.

"The steamship company clearly complies with the requirement that tables for eating be supplied in the steerage, and in spite of efforts can not make the steerage passengers use these tables. Apparently it is true that the immigrants did not make use of the conveniences provided. But where are these tables, and how convenient is it to eat at them? The main steerage dining room was a part of a compartment on the first deck below the main deck. It contained seven long tables, each with two benches, and seating at most 12 persons. The remainder of the compartment contained 60 berths closely crowded together, the sleeping quarters for families. During the first few days the partition between these crowded sleeping quarters and the dining room was but a fence made of four 6-inch boards running horizontally. Only later was this partition made a solid wall. Most people preferred the open deck to this dining room and its disagreeable odors.

"A table without appointment and service means nothing. The food was brought into the dining room in large galvanized tin cans. The meat and vegetables were placed on the tables in tins resembling smaller sized dishpans. There were no serving plates, knives, or spoons. Each passenger had only his combination dinner pail, which is more convenient away from a table than at it. This he had to bring himself and wash when he had finished. Liquid food could not be easily served at the tables, so each must line up for his soup and coffee. No places at table were assigned and no arrangement made for two sittings, and as all could not be seated at once, the result was disorder, to escape which many left the dining room. Beside these seven tables there were two on the main deck, in the sleeping compartments of the single women. In the other two sleeping compartments there were shelves along the wall and benches by the side of these. Including these, there was barely seating capacity for the small number in the steerage on this trip. On inquiring where the passengers were seated when the steerage was crowded, I was told by the Hebrew cook and several others of the crew that then there was no pretense made to seat them. The attempt at serving us at tables was soon given up.

"If the steerage passengers act like cattle at meals, it is undoubtedly because they are treated as such. The stewards complain that they crowd like swine, but unless each passenger seizes his pail when the bell rings announcing the meal and hurries for his share, he is very likely to be left without food. No time is wasted in the serving. One morning, wishing to see if it were possible for a woman to rise and dress without the presence of men onlookers, I watched and waited my chance. There was none until the breakfast bell rang, when all rushed off to the meal. I arose, dressed quickly, and hurried to the wash room. When I went for my breakfast, it was no longer being served. The steward asked why I hadn't come sooner saying, 'The bell rang at 5 minutes to 7, and now it is 20 after.' I suggested that twenty-five minutes wasn't a long time for serving 160 people, and also explained the real reason of my tardiness. He then said that under the circumstances I could still have some bread. However, he warned me not to use that excuse again. As long as no systematic order is observed in serving food in the steerage, the passengers will resort to the only effective method they know. Each will rush to get his share.

"Breakfast always consists of a cereal, coffee, white bread, and either butter or prune jam. In the afternoon, coffee and dried bread were served. The two Sundays we were out, this was changed to chocolate and coffee cake, which were quite good and greatly appreciated.

"The dinners and suppers were as follows:

Thursday, July 30.—Dinner: Macaroni soup, boiled beef, potatoes, white bread. Supper: Stew of meat and potatoes, tea, black bread, and butter.

Friday, July 31.—Dinner: Lentil soup, boiled fish, potatoes, gravy, white bread. Supper: Hash (mostly potatoes), dill pickle, tea, black bread, and butter.

Saturday August 1.—Dinner: Stewed liver, gravy, potatoes, stewed rice with dried apples and raisins, white bread. Supper: Boiled fish, potatoes, gravy, tea, black bread, and butter.

Sunday, August 2.—Dinner: Salt pork, potatoes, string beans, white bread. Supper: Sausage, potatoes, tea, black bread, butter.

Monday, August 3.—Dinner: Soup meat (evidently stewed left-overs of roasts), potatoes, white bread. Supper: Sauerkraut with liver (left over from Saturday), potatoes, tea, black bread, and butter.

Tuesday, August 4.—Dinner: Sausage, potatoes, a vegetable mixture, white bread. Supper: Pickled herring, potatoes, tea, black bread.

Wednesday, August 5.—Dinner: Soup, corned beef, potatoes, white bread. Supper: Mutton stew, cabbage, potatoes, tea, black bread, butter.

Thursday, August 6.—Dinner: Macaroni soup, meat with gravy, potatoes, lentils, raisin bread. Supper: Potatoes, with meat gravy, tea, black bread, butter.

Friday, August 7.—Dinner: Pea soup, either herring or meat with gravy, potatoes, cabbage, bread. Supper: Canned fish, potatoes, tea, black bread, butter.

Saturday, August 8.—Dinner: Vegetable soup, left-overs of roast, potatoes, white bread. Supper: Hash (mostly potatoes), pickle, tea, black bread.

Sunday, August 9.—Dinner: Soup, salt pork, potatoes, cabbage, bread. Supper: Sausage, potatoes, tea, black bread, butter.

Monday, August 10.—Dinner: Soup, beef, potatoes, string beans, white bread. Supper: Boiled eggs, fried potatoes, bread.

"These menus sound well and the allowances for each person were generous, but the quality and the preparation of much of the food were inferior. It is no doubt a difficult matter to satisfy so many persons of such varied tastes, but the passengers of the nationality of the line were as Digitized by the Microfilm dissatisfied with this cooking as any

of the others. So simple a thing as coffee was not properly prepared. I carefully watched the process by which it was made. The coffee grounds, sugar, and milk were put in a large galvanized tin can. Hot water, not always boiling, was poured over these ingredients. This was served as coffee.

"The white bread, potatoes, and soup, when hot, were the only foods that were good, and these received the same favorable criticism from passengers of all nationalities. The meats were generally old, tough, and bad smelling. The same was true of the fish, excepting pickled herring. The vegetables were often a queer, unanalyzable mixture, and therefore avoided. The butter was rarely edible. The stewed dried prunes and apples were merely the refuse that is left behind when all the edible fruit is graded out. The prune jam served at breakfast, judging by taste and looks, was made from the lowest possible grade of fruit. Breakfast cereals, a food foreign to most Europeans, were merely boiled and served in an abundance of water. The black bread was soggy and not at all like the good, wholesome, coarse black bread served in the cabin.

"During the twelve days only about six meals were fair and gave satisfaction. More than half of the food was always thrown into the sea. Hot water could be had in the galley, and many of the passengers made tea and lived on this and bread. The last day out we were told on every hand to look pleasant, else we would not be admitted in Baltimore. To help bring about this happy appearance the last meal on board consisted of boiled eggs, bread, and fried potatoes. Those who commented on this meal said it was 'the best yet.' None of this food was thrown into the sea, but all was eagerly eaten. If this simple meal of ordinary food, well prepared, gave such general satisfaction, then it is really not so difficult after all to satisfy the tastes of the various nationalities. A few simple standard dishes of fair quality and properly prepared, even though less generously served, would, I am positive, give satisfaction. The expense certainly would not be greater than that now caused by the waste of so much inferior food. The interpreter, the chief steerage steward, and one other officer were always in attendance during the meals to prevent any crowding. When all had been served, these three walked about among the passengers asking: 'Does the food taste good?' The almost invariable answer was: 'It has to; we must eat something.'

"There was a bar at which drinks, fruits, candies, and other such things were sold. This was well patronized. Those who had any money to spare soon spent it at the bar—the men for drinks, the women for fruit. Several of them told me they simply had to supplement the poor food, and in doing so had spent all they dared for apples and oranges at 3 cents apiece. Different stewards told me that 1,000 marks and more were taken in at the bar when travel was heavier.

"There was a separate galley and another cook for the preparation of kosher food for the Hebrews. They used the same tables with others if they used any, and were served in the same manner. Their food also seemed of the same quality.

"The two clean, light, airy hospital rooms on the port side of the main deck, one for women, the other for men, made a good first

impression. Each contained 12 berths in two tiers. The iron framework was the same as that of all the steerage berths, but the beds had white sheets and pillows with white slips. By the side of each berth was a frame, holding a glass and a bottle of water, also a sick can. A toilet and bath adjoined each hospital. The steerage stewardess, whose chief duties were distributing milk for little children, and giving out bread at meals, acted as nurse. According to her own statement, she had never had any training in the care of the sick. She spoke German and some English. The interpreter, I was told, interprets for her and the doctor when it is necessary. However, when the doctor learned that I could speak both Slavic languages and German, he called on me to interpret for him in the case of each of his four Slavic patients.

"On one occasion a 6-year-old girl was seized with violent cramps. The doctor ordered a hot bath, but the hot-water faucet gave forth nothing. The stewardess had to bring hot water from the galley across one deck, up the stairs, across another deck, and down other stairs. Later he ordered a cold bath, which could be given only after another delay. The water ran so thick and filthy that it was not fit to use. There were no towels, and a sheet was used instead. Aside from the berths and a washstand, there were no hospital conveniences or apparatus in the room. The most trivial articles had to be sent for to the 'drug store' at some distance.

"At another time I had proof of the difficulty of getting the doctor to respond to a call. A Polish girl was suffering with severe pains in her chest and side. This was reported to a passing officer with the request that the doctor be sent. Later the same request was made of the chief steward, and then of another officer. Finally some one secured the stewardess and she went for the doctor. In all more than two and one-half hours had elapsed between the time when the case was first reported and the doctor's appearance. The doctor never was sympathetic, and when not indifferent was quite rough.

"I remarked to this physician that I and many others were not going to have any vaccination mark to present, and I showed some fear of not being admitted at Baltimore. He assured me, with a smile of self-satisfaction, that the mark on the inspection card was the important matter.

"The daily medical inspection of the steerage was carried on as follows: The second day out we all passed in single file before the doctor as he leisurely conversed with another officer, casting an occasional glance at the passing line. The chief steerage steward punched six holes in each passenger's inspection card, indicating that the inspection for six days was complete. One steward told me this was done to save the passengers from going through this formality every day. The fourth day out we were again reviewed. The doctor stood by. Another officer holding a cablegram blank in his hand compared each passenger's card to some writing on it. There was another inspection on the seventh day, when we were required to bare our arms and show the vaccinations. Again our cards were punched six times and this completed the medical examination. Just before landing we were reviewed by some officer who came on board and checked us off on a counting machine operated by a ship's officer.

“In the women’s sleeping compartment, in an inconspicuous place, here hung a small copy of section 7, passenger act for 1882, in German and English. A similar copy hung in the so-called dining room. Few of the women could read either of these languages. From the time we boarded the steamer until we landed, no woman in the steerage had a moment’s privacy. One steward was always on duty in our compartment, and others of the crew came and went continually. Nor was this room a passageway to another part of the vessel. The entrance was also the only exit. The men who came may or may not have been sent there on some errand. This I could not ascertain, but I do know that, regularly, during the hour or so preceding the breakfast bell and while we were rising and dressing, several men usually passed through and returned for no ostensible reason. If it were necessary for them to pass so often, another passageway should have been provided or a more opportune time chosen.

“As not nearly all the berths were occupied, we all chose upper ones. To get anything from an upper berth, to deposit anything in it or to arrange it, it was necessary to stand on the framework of the one below. The women often had to stand thus, with their backs to the aisle. The crew in passing a woman in this position never failed to deal her a blow—even the head steward. If a woman were dressing, they always stopped to watch her, and frequently hit and handled her. Even though they were sent there, this was not their errand.

“Two of the stewards were quite strict about driving men out of our quarters. One other steward who had business in our compartment was as annoying a visitor as we had and he began his offenses even before we left port. Some of the women wished to put aside their better dresses immediately after coming on board. As soon as they began to undress he stood about watching and touching them. They tried to walk away, but he followed them. Not one day passed but I saw him annoying some women, especially in the wash rooms. At our second and last inspection this steward was assigned the duty of holding each woman by her bare arm that the doctor might better see the vaccination.

“A small notice stating the distance traveled was posted each day just within the entrance to our compartment. It was the only one posted in the steerage as far as I could learn, and consequently both crew and men passengers came to see it and it served as an excuse for coming at all times. The first day out the bar just within our entrance was used. This brought a large number of men into our compartment, many not entirely sober, but later the bar was transferred.

“One night, when I had retired very early with a severe cold, the chief steerage steward entered our compartment, but not noticing me approached a Polish girl who was apparently the only occupant. She spoke in Polish, saying, ‘My head aches—please go on and let me alone.’ But he merely stood on and soon was taking unwarranted liberties with her. The girl, weakened by seasickness, defended herself as best she could, but soon was struggling to get out of the man’s arms. Just then other passengers entered and he released her. Such was the man who was our highest protector and court of appeal.

"I can not say that any woman lost her virtue on this passage, but in making free with the women the men of the crew went as far as possible without exposing themselves to the danger of punishment. But this limit is no doubt frequently overstepped. Several of the crew told me that many of them marry girls from the steerage. When I insinuated that they could scarcely become well enough acquainted to marry during the passage, the answer was that the acquaintance had already gone so far that marriage was imperative.

"There was an outside main deck and an upper deck on which the steerage were allowed. These were each about 40 feet wide by 50 feet long, but probably half of this space was occupied by machinery, ventilators, and other apparatus. There was no canvas to keep out the rain, sun, and continual showers of cinders from the smokestack. These fell so thick and fast that two young sailor boys were kept busy sweeping them off the decks. It is impossible to remain in one's berth all the time, and as there were no smoking and sitting rooms we spent most of the day on these decks. No benches nor chairs were provided, so we sat wherever we could find a place on the machinery, exposed to the sun, fog, rain, and cinders. These not only filled our hair, but also flew into our eyes, often causing considerable pain.

"These same two outdoor decks were used also by the crew during their leisure. When asked what right they had there, they answered: 'As much as the passengers.' No notices hung anywhere about to refute this. The manner in which the sailors, stewards, firemen, and others mingled with the women passengers was thoroughly revolting. Their language and the topics of their conversation were vile. Their comments about the women, and made in their presence, were coarse. What was far worse and of continual occurrence was their handling the women and girls. Some of the crew were always on deck, and took all manner of liberties with the women, in broad daylight as well as after dark.

"Not one young woman in the steerage escaped attack. The writer herself was no exception. A hard, unexpected blow in the offender's face in the presence of a large crowd of men, an evident acquaintance with the stewardess, doctor, and other officers, general experience, and manner were all required to ward off further attacks. Some few of the women, perhaps, did not find these attentions so disagreeable; some resisted them for a time, then weakened; some fought with all their physical strength, which naturally was powerless against a man's. Others were continually fleeing to escape. Two more refined and very determined Polish girls fought the men with pins and teeth, but even they weakened under this continued warfare and needed some moral support about the ninth day. The atmosphere was one of general lawlessness and total disrespect for women. It naturally demoralized the women themselves after a time. There was no one to whom they might appeal. Besides, most of them did not know the official language on the steamer, nor were they experienced enough to know they were entitled to protection.

"The interpreter, who could and should be a friend of the immigrants, passed through the steerage but twice a day. He positively discouraged every approach. I purposely tried on several occasions to get advice and information from him, but always failed. His

usual answer was, 'How in the d—— do I know?' The chief steerage steward by his own familiarity with the women made himself impossible as their protector. Once when a man passenger was annoying two Lithuanian girls I undertook to rescue them. The man poured forth a volley of oaths at me in English. Just then the chief steward appeared, and to test him I made complaint. The offender denied having sworn at all, but I insisted that he had, and that I understood. The steward then administered this reproof, 'You let them girls alone or I fix you —— easy.'

"The main deck was hosed every night at 10, when we were driven in. The upper deck was washed only about four times during the voyage. At 8 each evening we were driven below. This was to protect the women, one of the crew informed me. What protection they gained on the equally dark and unsupervised deck below isn't at all clear. What worse things could have befallen them there than those to which they were already exposed at the hands of both the crew and the men passengers would have been criminal offenses. Neither of these decks was lighted, because, as one sailor explained, maritime usage does not sanction lights either in the bow or stern of a vessel, the two parts always used by the steerage. The descriptions that I might give of the mingling of the crew and passengers on these outdoor decks would be endless, and all necessarily much the same. A series of snap shots would give a more accurate and impressive account of this evil than can words. I would here suggest that any agent making a similar investigation be supplied with a kodak for this purpose.

"To sum up, let me make some general statements that will give an idea of the awfulness of steerage conditions on the steamer in question. During these twelve days in the steerage I lived in a disorder and in surroundings that offended every sense. Only the fresh breeze from the sea overcame the sickening odors. The vile language of the men, the screams of the women defending themselves, the crying of children, wretched because of their surroundings, and practically every sound that reached the ear, irritated beyond endurance. There was no sight before which the eye did not prefer to close. Everything was dirty, sticky, and disagreeable to the touch. Every impression was offensive. Worse than this was the general air of immorality. For fifteen hours each day I witnessed all around me this improper, indecent, and forced mingling of men and women who were total strangers and often did not understand one word of the same language. People can not live in such surroundings and not be influenced.

"All that has been said of the mingling of the crew with the women of the steerage is also true of the association of the men steerage passengers with the women. Several times, when the sight of what was occurring about me was no longer endurable, I interfered and asked the men if they knew they might be deported were their actions reported on landing. Most of them had been in America before, and the answer generally given me was: 'Immorality is permitted in America if it is anywhere. Everyone can do as he chooses; no one investigates his mode of life, and no account is made or kept of his doings.'"

A TYPICAL NEW STEERAGE.

[Report by the same investigator as to another vessel.]

"The steerage, or third-class passage, as experienced on the steamer _____ of the _____ Line, differed but slightly from the usual cabin passage, except in plainness and simplicity of appointment.

"The steerage passenger was treated with every consideration from the very beginning of his relations with the line. It was not necessary that he be at the port of embarkation any great length of time before the departure of the steamer. I, for instance, arrived in London the day previous to the vessel's sailing, presented myself at the company's offices, requested passage, received my ticket immediately, and was told there was no necessity of leaving London until midnight. This train brought me and many other emigrants to _____ in the morning of the day of sailing. Another train carried us from the same station to the docks. From here a bus belonging to the _____ Line conveyed passengers and hand baggage to the steamer without charge. It was about 10 a. m. when we went on board. We were all placed in one of the large dining rooms, and from there passed the doctor in single file. He examined the eyes of each one, and we proceeded to a portion of the open deck. Then we marched again in single file to another portion of the deck, giving up the two parts of the steamer ticket as we went and receiving a doctor's card—those who were still without it. The last official approached in this procession assigned staterooms and berths. This was done both judiciously and with an evident desire to give satisfaction. Friends and acquaintances were placed together. The various nationalities were quartered near together as much as possible. The few Jewish passengers were assigned staterooms distantly removed from all the others. All these proceedings followed a careful plan and were kindly conducted, so that no needless crowding and rough handling resulted. The same consideration that was shown here continued throughout the ten days' journey. The steerage passengers on board, examined, and assigned to their quarters, the steamer pulled out of the dock and proceeded to the landing where cabin passengers were taken on.

"The steerage on the _____ presented practically no novelty and interest due to unique and inhuman accommodations. The same human needs were recognized as in the case of cabin passengers, and every provision was made for these. The appointments, however, were plain and simple and quite devoid of all nonessentials.

"Considering as the main deck the first completely inclosed deck, extending the entire length and breadth of the vessel, the sleeping quarters were located on the first and second decks below the main deck. These two decks were divided into sections designated by letters of the alphabet. These could be, and in some cases were, shut off from one another by iron bulkheads. A separate entrance or stairway led to each section. In no case did a hatchway open directly from the upper or spar deck into a sleeping compartment, admitting water and wind. Each section or compartment with but two exceptions was subdivided into staterooms. These contained two and four berths each. The partitions were of wood, painted white, and kept thoroughly clean. A current of air was admitted at the base and top of the partitions. The air on these two decks, both

in the staterooms and hallways, was remarkably fresh. Berths were arranged in two tiers, and in construction apparently differed in no way from those usually found in the second cabin. Each berth contained a straw-filled mattress and pillow. Both of them were covered with white slips, which, however, were not changed during the ten days. For covering, a pair of heavy gray blankets was provided. These were of ample size and weight to be practically sufficient even on the coldest nights of the journey. At the head of the berths was a drop-shelf that served either as a seat or table, as the occasion demanded. Each room was furnished with a mirror, and hooks to hold clothes were quite abundantly supplied. A lever for turning on the electric light in the room and a bell for summoning steward or matron were within easy reach of both berths. There was plenty of space for hand baggage under the lower berths and also beyond the foot of the berths. The floors everywhere were of plain white boards, and these were kept scrupulously clean. They were scrubbed every day by the stewards on their hands and knees, and were well dried, so as to avoid all unnecessary dampness. At 9 o'clock each morning all the passengers except those who were ill or indisposed were requested to vacate their rooms. The stewards then went through them all, giving each such attention as it needed—making beds and sweeping or scrubbing floors. At intervals in the hallways were placed cans to receive waste. These were not frequent and convenient enough to be used by all in cases of seasickness, but they did afford a place for other waste. If a criticism might be offered on the staterooms it could only be on the lack of cans to use in case of seasickness. The stewards were untiring in cleaning up the results of the innumerable cases of illness resulting from the rough sea during the first few days. Many of them provided such cans as were available for this disposition. Each section was in the distinct charge of a steward, who was held strictly responsible for all order in his section. A steward was always on duty in the hallways, both day and night, and lights burned all night in the passageways.

“Men, women, and families were assigned each to separate sections. The ——— capacity of steerage passengers is 2,200. Staterooms are provided for 1,600. The two sleeping sections or compartments previously excepted from the arrangement just described contained about 300 berths each. When the steerage is full these two rooms are used as sleeping quarters for men. The berths are constructed and supplied exactly like those in the staterooms.

“There were numerous toilet rooms, containing usually five basins each, with a faucet of running water and five toilets. The basins were of the conventional shape and size and were supplied each with a stopper that could be applied so as to retain water in the basin or removed to allow its escape. There was always an abundance of soap, and large roller towels were supplied frequently enough to insure the presence of clean ones at all times. The floors in these rooms were of tile. These were practically always in a fit condition for use. Only when an accident occurred, occasioned by a leak in some pipe, was the floor wet, and this was remedied as soon as discovered. The toilet rooms were all located on the main deck and as much as possible immediately at the head of stairs leading up from the sleeping quarters. In no instance was it necessary to cross the open deck to

reach a toilet room, and in many cases it was not even necessary to cross a passageway other than the one on which the stateroom opened. Since there were less than 250 passengers in the steerage, not nearly all the steerage quarters were in use. However, enough toilet rooms were open to avoid all crowding. The toilet and state rooms of the men were so completely separated from those of the women that there was no possibility of mistaking them or using them in common. The supervision in this respect was particularly strict; men were positively kept out of the women's quarters.

"There were four large dining rooms for the third class, two on the main deck and two on the deck below. Only the two on the main deck were needed on this trip, and even these were only about half full each. The one was used by the men passengers, the other by the women and families. The two were side by side and were served from one pantry, located between the two. There were long tables seating from ten to fourteen persons. At meals these were covered with white cloths and each place was set with a thoroughly usable knife, fork, and spoon. Bread, salt, pepper, and mustard were set all along the center of the table. Soup and meat were served from the pantry. Vegetables, preserves, pickles, and sugar were placed at either end of the table in large dishes and each passenger could serve himself. Each table was in charge of one steward, who laid the cover, served, and attended to the wants of those there seated. The service and attention were real and all that could be asked. The food was all of a very fair quality and abundant. Absolutely everything served was such as might be eaten without hesitation by anyone. The preserves served with each breakfast and the fresh fruits, apples, and oranges given out several times at dinner were of an exceptional quality and would have made endurable meals of a much poorer quality. Coffee, tea, and hot water could be had by women and children at almost all hours of the day from the pantry.

"A bar opening on the passageway near the entrance to the men's dining room afforded stout, ginger ale, soda water, and smokers' necessities. This received some patronage, but was not particularly popular. Although the set of notices everywhere posted forbade the sale of all provisions by any of the crew there were some such indirect dealings. Some passengers appeared on deck continually with apples and oranges when these had not been given out at the table. Others, who were ill, complained they could eat nothing but fruit and that that was not available. It proved that those who could speak English or give tips to the right persons were abundantly supplied with fruit. Nothing, however, was openly offered for sale except at the bar. The total seating capacity in the dining rooms of the steerage on the ——— is about 1,100. However, even when the steerage is full all passengers are served at the table, so I was told. In that case there are two sittings for each meal.

"The Hebrew steerage passengers were looked after by a Hebrew who is employed by the company as a cook, and is at the same time appointed by Rabbi ——— as guardian of such passengers. This particular man told me that he is a pioneer in this work.

"He was the first to receive such an appointment. It is his duty to see that all Jewish passengers are assigned sleeping quarters that are as comfortable and good as possible, and that kosher food is provided

and to prepare it. He has done duty on most of the ships of the _____ Line. On each he has instituted this system of caring for the Hebrews and then has left it to be looked after by some successor. An interpreter who spoke English, Swedish, Norwegian, and some German was on board to serve when needed. He was, however, not at all conscientious in the performance of any duties and evidently not very capable. His price for granting privileges, performing favors, and overlooking abuses was a mug of stout. I know him to have openly asked one passenger for such a treat and, judging from the number of treats he received and the reputation given him by others of the crew, he did not hesitate to solicit free drinks from everyone. He was generally present in the dining room during meals, though he did nothing. To young women passengers his manner could be most friendly and gracious. To others he was positively rude. He made most disparaging remarks about a German who merely refused to buy favor with drinks. A matron or stewardess performed necessary services for the sick. She brought food to those who were unable to go to the dining room. At the table she gave out milk to the children and served bouillon to women and children during the forenoon. She went the rounds of the sick at least three times a day to inquire after their needs and was patient enough in waiting on them. She could be even more obliging when her palm was crossed with a coin. Only one serious complaint about her was heard during the journey. A group of Jewish women who occupied staterooms at an extreme end of the second deck below the main deck were ill and unable to attend meals. There were no men in their immediate party to bring them food, and some fellow-travelers who would have performed this kindness were not admitted to the women's quarters. The stewardess very evidently had no sympathy for suffering Hebrews and, moreover, the distance to carry the food was somewhat long and no tips seemed forthcoming. The repeated complaints of a Russian friend did secure some attention for the sick Hebrew women from the stewardess. This same Russian who constituted himself a friend of the slighted Jewish women and had entered several complaints on their behalf insisted that there was a strong antisemitic spirit among the crew. However, the number of Jews present was extremely slight and there was little occasion to witness such feeling.

"For the passing of the many hours of leisure time that are left on the hands of practically every passenger, a large portion of the spar deck in the stern of the vessel was set apart for the steerage. This was quite free of machinery and provided an ample open space for games, walking, dancing, and other exercises. A part of this deck was partially inclosed and covered, and thus afforded a shelter even during stormy weather. Comfortable benches were placed at frequent intervals about the deck. These were almost constantly used, and gave both pleasure and comfort. The deck was thoroughly scrubbed and hosed off each day and swept as often as waste accumulated on it. At night it was well lighted and might be used until 9 o'clock, when the interpreter announced that it was time to go below. On pleasant evenings, when the entertainment was lively, this time was somewhat extended. There were some musical instru-

ments among the passengers, and there was considerable singing and dancing after the first few rough days were over.

"For those with whom, for various reasons, the open deck did not find favor there were access to the dining rooms. The tables when not prepared for meals were covered with red cloths and could be used for games, writing, or any other purpose. A piano in the women's dining room found an untiring performer in a German student. Notices of the distance traveled each day were also posted in each of the dining rooms. A clock, regulated each day, was also placed there. The men might smoke in their own dining room but not in the other.

"Three sets of notices were framed and hung at the entrance to every section of the steerage. One of these was a set of regulations for the conduct of third-class passengers, the other was section 7 of passenger act regulating the carriage of passengers at sea. The third informed that valuables might be deposited with the purser. Each notice was given in several languages. Those used were English, German, French, Swedish, Norwegian, Finnish, and Russian. Such rules and regulations as were posted were well enforced. The two daily inspections that were scheduled—one at 10.30 a. m., the other at 9 p. m.—actually did take place, and seemed intended to discover any abuses or neglect that might exist. Where smoking was forbidden it was positively not allowed.

"The quarters of the crew were in an entirely different part of the steamer. The duties of the stewards and others of the crew finished, they were not to be found taking their leisure among the passengers. Except for a steward who occasionally ran up on the open deck for a few breaths of fresh air, the crew did not mingle in the least with the passengers.

"A day in the steerage began with the ringing of the rising bell at 6.30 a. m. At 7 a. m. the bell announced breakfast. When the meal was finished, the passengers who could took their wraps and proceeded to the open deck or to the wide passageways on the main deck. Meanwhile the stewards cleaned the staterooms and scrubbed the floor of the dining room. The morning inspection took place, and about 10 a. m. we were again allowed everywhere below. At 11 o'clock the women received bouillon; at noon we had dinner. The afternoon was again spent for the most part on the open or spar deck and in the dining rooms. Supper at 5 marked another interval. Again there was a general withdrawal to the upper deck, where during the evening there was considerable singing, dancing, walking, and merrymaking generally. A crowd of Scandinavians frequently played children's ring games for pastime.

"In New York an officer of the customs service came on board, also a physician. The customs official passed through the steerage quarters, making some observations. The physician reviewed the passengers. The inspections and short stay at Ellis Island presented practically nothing new. When the inspector learned from the 'manifest sheet' that I had been in the country before, he put no further questions than those as to address and amount of money in my possession.

"The telegraph agent in the room below was not soliciting telegrams as actively as on my previous landing. The commissary clerks were likewise far less insistent in offering for sale the provision boxes.

"My ticket to Baltimore was this time on the Baltimore and Ohio Railroad. We were transported to Jersey City by the usual small ferryboats. The Baltimore and Ohio waiting room for immigrants was less dingy than that of the Pennsylvania line, and the officials in charge seemed more humane. At first we were told that the immigrant train would leave at 8 p. m., but report later changed this to 1.30 a. m. Knowing that there were several regular trains to Baltimore before this time, I requested to be allowed to pay the difference and go by regular train. My immigrant ticket had cost \$4.60. By paying 25 cents more I was allowed to ride in the smoker of a regular train."

THE OLD AND NEW TYPE STEERAGE IN THE SAME SHIP.

[Report by the same investigator.]

"In order to pass through the control station Myslowitz, at the junction of the three countries, Germany, Austria, and Russia, it was necessary to come from some eastern point in Austria. Because of my familiarity with it and the consequent convenience, I chose to come from Krakow. Unfortunately, there was no agent for the —— Line in that city. A partial payment on my passage brought me a ticket from the main office. The steamer —— was to sail November 3. From Krakow to —— is less than a twenty-four hour ride with even an ordinary train. Thinking to give myself ample time, I left Krakow Saturday, October 31, about noon, with a through ticket to —— on fast trains. Late in the afternoon we arrived in Myslowitz. The immigrants to America were led through a narrow hall before a desk at which stood three men, one apparently an agent of the steamship companies, the other, judging by their uniforms, a Russian gendarme and a German officer. To the agent we gave up our tickets both for steamer and railroad. Then with our baggage we were led into a large hall; we from Galicia into one, immigrants from Russia into another.

"These halls have tiled floors, painted walls, high ceilings, and colored-glass windows. They are steam heated and electric lighted and equipped with means of ventilation. Around the entire hall are wide wooden shelves or benches. The baggage is placed under these and on them the immigrants sleep—as many as find space. The rest sleep either on their baggage or on the floor. No other sleeping accommodations are at hand. Men, women, and children from one country are all in one hall. Poor and insufficient toilet and washing rooms are situated in the small yard. Nothing is charged for accommodations during this enforced stay at Myslowitz, nor can they rightly be called accommodations.

"The walls in the two halls were alive with vermin. When I noticed this and learned that I must remain until the evening of the following day, I sought to escape the threatening danger. There was no responsible person in charge to whom to apply. Finally one watchman allowed himself to be convinced that my baggage might become infected and permitted its removal to an adjoining hall, where I also insisted upon being allowed to remain. Two Polish girls who arrived on a later train were lodged with me, and the three of us

slept on the bench along the wall. A watchman made his bed in the other end of the room.

"When once the emigrant has entered this hall or control station (and he is conducted there immediately on descending from his train) he is not allowed to leave the building except to enter the train that is to bear him from there. Food and provisions are to be had only at the canteen. The keeper was intoxicated the evening of our arrival, as were the watchman and porters during the entire time. Though the price lists on the walls contained fruits and other desirable foods, the stock at the canteen consisted mostly of drinks, beer and various wines and whiskies in small bottles. There were also tobaccos, some bread and sausage. The travelers ate such provisions as they still had from home. Sunday morning we tried to get either some coffee or tea. The canteen keeper was either still or again drunk, and there was nothing to be had of him but liquors, and, moreover, his manner was most objectionable. The officers who again appeared to relieve newly arrived emigrants of their tickets declined to release us to go to the adjoining depot for some breakfast. Their reply was that there was a canteen to supply all an emigrant's needs. Finally, after 9 o'clock, the wife of the canteen keeper appeared, and she consented to get us some coffee. By ordering it immediately we were able to have some dinner at noon. This consisted of soup, boiled beef, potato salad, and bread. The price charged us was 25 cents. Later a higher price was asked of others. This, of course, was exorbitant and far beyond the means of the average emigrant. Besides, not less than the full meal could be had, and this must be ordered a half day in advance. Prices, too, were constantly wavering, and getting correct change was all mere luck. German, Russian, and Polish were all spoken in the canteen, and German, Russian, and Austrian money all accepted. Ignorance of some one of these languages or coins was continually affected in order to defraud. A Russian laid a half mark on the counter and ordered a glass of beer. He drank it and waited for change. Receiving none, he asked for it. The waiter pretended he had been given only the price of the beer. In other instances he argued that the coin given him had not the supposed value, or returned too little change. More often he insisted on explaining in a language unknown to the emigrant. There was constant argument at the bar about overcharges, and watching the transactions there for some three hours I saw that most of the complaints were well founded. In a few instances where the emigrant insisted and was about to prove his point beyond dispute he was turned over to the drunken canteen keeper, who talked so loudly and so without reason that no argument availed.

"It was not only difficult, but practically impossible, to get any food, while beer and whisky tempted the hungry and the thirsty. Needless to say, many of the emigrants drank more or less, not only in Myslowitz but later in the train. Liquor was the one thing with which a person could supply himself for the journey.

"About 2 o'clock the doctor came and the examination, for which some were detained twenty-four hours, some longer, was to take place. All were driven into one room and passed single file before the doctor. He examined each one's eyes and the ordeal was over. The clothing and baggage of some of the Russian Jews was disin-

fect, our tickets were returned, and we were sorted and packed into the train. There were coaches for Bremen and for Hamburg. The Jews were put in separate coupés, but this division was not strictly observed, for in the coupé with myself and two Roman Catholic Poles were also three Jews.

"I had had a through ticket from Krakow to ———, third class, for fast trains. In Myslowitz the agent returned me 6 marks 80 pfennigs on it and said I would go with the regular emigrant train, third class, and also fast, but would pay only fourth-class fare. The train made but few stops and reached ——— in twenty hours. The coaches were the regular third-class kind, supplied with wooden seats, and divided into coupés. They were filled to their utmost capacity and the numerous and bulky baggage filled the racks overhead and the floor. Some coupés were so filled that the occupants took turns standing. The sleep obtained under these conditions was anything but restful. In the morning about 5 o'clock our train stopped at Magdeburg. Here there was a mad rush to the pump at the station to wash and to get water to drink. That continued to be the one excitement the entire half day—watching for stops at stations where drinking water was to be had. No stop was made for breakfast and there was no opportunity to get anything along the way, except at ——— about 10, when our cars had been attached to some regular train. Sandwiches were sold at the station at 35 pfennigs apiece, a price beyond the emigrant. After twenty hours' ride we gladly piled out of the train at ———.

"We were first led into a room for examination. A physician looked into each one's eyes. Another officer measured each one, noted his description and birthplace. Another officer put the usual questions as to age, kind of employment, address of friends in America and Europe, and amount of money at hand. To him were also given such papers as each had to indicate that his passage was paid or partly paid. While these were taken to the office for inspection, we were led to an adjoining room where food awaited us. Each place at the long tables was supplied with a small white enameled dish resembling a wash basin. On this were two large slices of good rye bread. There was also good fruit, marmalade, and tea.

"When the officers returned the names of all those having passage engaged in the steerage of the ——— were called off and an interpreter was told to inform us that the steerage passengers had gone on board just before noon; that we had either to wait ten days for the steamer ——— or pay the difference, 30 marks, and go third class on the ———. This news caused great dismay to all. Waiting meant not only weariness and loss of time, but an expense of at least 2 marks 25 pfennigs per day for board and lodging. The payment of an additional 30 marks was impossible for some, for others it meant the paying out of their last coin, and how was one to get to his destination? What could he show in money in America, or how telegraph his friends there? And there was no longer time to get money from home by telegraph. Many of those from eastern Galicia and Slavonia had already had to make unexpected additional payments along the way after thinking that their transportation to New York had all been paid to the agent at home. Serious consultations took place. My own plight was quite as serious in a way as that of the others. The stay

of ten days would have been horribly tedious, and there was nothing of value to be learned more than a short stay would reveal. The agent in Prague had been most unwilling to sell a ticket for passage in the steerage, saying that practically none but Russian and Polish Jews of the filthiest habits traveled thus. Now, all my fellow-travelers from Myslowitz were to go third class and no doubt many others who were lodged elsewhere. A group of Slavonians and myself, who were most anxious to go steerage, proposed that we be allowed to pay only for the more convenient transportation to the steamer and there be put in the steerage. The officers would consider no other alternatives; we must pay the difference and go third class or wait ten days for the next steamer. There was more consulting, counting, borrowing, and lending. At last all had decided to pay and go and take the chances of being admitted on the other side because of lack of money. My lot was cast with the rest.

“On the morning of the departure of the steamer we were called early, had breakfast, and received our tickets. Our hand baggage was labeled ‘inspected.’ That inspection was not made in our presence and could have taken place only while we were at breakfast. Then we, together with our baggage, were placed in large wagons, driven to the railway station in ———, and went from there by train to ———, where we boarded the steamer.

“The third class on the ——— proved to be an idealized steerage. The passengers were treated with care and consideration. There was every attempt to give satisfaction. Where cabins were for any reason unsatisfactory, a new arrangement was attempted and made wherever possible. All actual human needs were supplied, with cleanliness, order, and decency. The third class was confined to the stern of the vessel.

“The sleeping quarters were situated on the second deck, below the main deck. A large space extending in width of the ship was subdivided into cabins containing two, four, and six berths. Families and friends were lodged together. Men had cabins on one side, women on the other. The beds were arranged in two tiers and consisted of an iron framework, very simple but clean. Each bed was supplied with a mattress, white sheet, and a blanket and pillow having a colored gingham covering. These were clean at the outset, but were not changed during the voyage. Each cabin was furnished with a wash-basin, drinking glasses, towels, sick cans, and was cleaned every day and supplied with fresh water.

“The toilets were on the main deck. There were 10 each for men and for women. They were of a form convenient for use and were well equipped. Cleanliness was maintained here as well as in every other part of the third-class quarters. There were also rooms labeled men’s and women’s washhouses. These proved to contain one bath tub each and about 10 wash basins. Women were allowed to do some little laundry for the children in the basins, and a bath could be had by feeing the stewardess one-half mark. This room was usually locked and could be used only by permission of the stewardess.

Meals were served in a large dining room seating 300 persons and situated on the first deck below the main deck. The tables accommodated 14 persons each for the most part and each was the special

charge of one steward. There were red covers, white napkins (which were changed once during the journey), heavy white porcelain dishes, and good cutlery. There was a double supervision and a thorough one by two higher officers of the dining room, as well as of the sleeping quarters and promenade deck. In consequence of this the stewards performed their duties carefully and thoughtfully, and so gave splendid service. The food, though it offered practically only actual necessities, was sufficient in quantity and properly prepared and decently served.

"The menu card which appeared each morning read about thus:

"*Breakfast.*—Cereal, meat or eggs (sometimes), bread, butter, jam, coffee.

"*Dinner.*—Soup, meat, potatoes, one other vegetable, stewed fruit (occasionally), dessert.

"*Three-o'clock lunch.*—Coffee and coffee cake.

"*Supper.*—Bread, butter, tea, meat.

"The open deck extending over the part of the vessel allotted to the third class served as its promenade deck. There was also a small upper deck, supplied with four benches. On this upper deck was an 'American bar,' well patronized, also a smoking room containing a piano. There was no special sitting room for women.

"For entertainment there was a very fair library of German and English books. The band played a half hour each afternoon in the dining room. Walking on the deck was popular, since the air below in the cabins was heavy.

"The stewards cleaned and scrubbed all day and everything was kept clean. The floor in the dining room, the decks, and all the passageways between the cabins were washed every day. The floors in the cabins were swept as often and washed when necessary.

"There was a separate entrance to the steward's quarters, and except when taking the air on deck they did not mingle with the passengers. Sailors and others of the crew came into the third-class quarters only to perform definite duties.

"The nearly 300 passengers were a mixed lot—from fairly well-to-do Americans, German artisans, clerks, etc., coming to America to try their fortune to servants returning from a visit to their native lands, laborers returning after the crisis, peasant women going to their husbands in the mining sections, and sheep herders, clothed in crude garments made by themselves from the skins of the sheep; from those who understood the use of the fork to those who ate with their fingers. Nor was this mingling of extremes delightful to either side. Those who came from comfortable circumstances found accommodations somewhat too plain and simple and the presence of 'them people awful,' meaning the immigrants. The latter, again being made to feel their inferiority, held themselves in the background and hesitated to enjoy the comforts for which they had paid. Some who had been obliged to pay the difference with their last money and go third class worried about their admittance at Ellis Island, and so did not enjoy the added comforts. Others were glad that they had escaped the steerage, though it took their last or all but that.

"On the ——— each class was not so closely confined to its own quarters; at least it was easy enough to go into the steerage and the third class.

"During daily visits to the steerage I made the acquaintance of a Bohemian girl there. She, though somewhat surprised at the gen-

erous offer, gladly changed places on the steamer with me. Our arrangement occasioned no serious inquiries.

"The steerage was located in the bow of the vessel. The first entirely inclosed deck extending the entire length and width of the steamer was termed the main deck. On this there were three large compartments. The foremost of these was assigned to the use of families or women with children. The next, not being required for sleeping quarters on this trip, had its beds piled in one corner and was supplied with long wooden tables, having benches attached on either side. This was the dining room, also the general lounging place in stormy weather. The third room was the sleeping quarters of women traveling alone. On the deck below were three similar compartments. The men slept in the middle one of these. The other two were not used on this trip. The beds were the usual iron frames used in the steerage, built in two tiers and of the required dimensions. Each was supplied with a mattress and pillow of sea-grass and covered with a colored slip, a pair of gray blankets and a life-preserver acting as a second pillow. These beds received no attention from the stewards throughout the entire voyage. Besides being a sleeping place, each bed also served as a repository for all hand baggage, additional clothing, and food, and as a rack for towels. Whatever belongings the steerage passenger had with him must be tucked away in his bed. Each berth, littered as it necessarily was by every possession that the passenger could not wear or carry continually on his person, was nevertheless his one and only place of refuge or withdrawal. Here, amid bags and baskets, outer wraps and better garments saved for disembarking, towels, and private drinking cups and teapots, each of us undressed for the night and combed and dressed in the morning. Nor could there be proper or even decent preparation for retiring owing both to lack of privacy and to the lack of space for the disposal of clothes. These must remain in the berth, and so it made little difference whether they were about or merely over the person. If the pipes running overhead sprung leaks, as they did on several occasions, garments were safer under the blankets than on top of them. As for privacy, that is left entirely out of consideration in the steerage, where people are housed together in such large numbers and must spend every hour of the twenty-four, and this for many days, in the presence of so many others.

"This entire lack of privacy accounts for more than one of the filthy or indecent habits of the immigrants on board. People, both men and women, who were ordinarily cleanly about their person complained that it was totally impossible to keep clean with the given accommodations. A self-respecting person couldn't wash properly in a room that was being used at the same time by several others, and there was no avoiding becoming dirty. Some very nice German girls, seeking to change their linen in private, waited until long after midnight, when all were asleep, and even then stood as guard and screen for each other against the steward on duty in the compartment.

"The floors in all the steerage quarters except on the main or open deck were made of large sheets of iron. In the sleeping compartments, though the floors, even under the berths, must be kept free of baggage, they were never washed. They were swept in the morning

in preparation for the daily inspection by the captain and his officers. And whenever the waste accumulated it was again swept. But this sweeping by no means kept the floor clean. No sick cans or receptacles for waste of any kind were provided. The sea was rough much of the time and there were many sick. This alone kept the floor wet and in an awful condition, and since it was never washed the smell from it was dreadful. The cleaning and littering of the floor went on in regular rounds. When the steward had finished sweeping, he brought out from his private stores a basket of boiled eggs and offered them for sale at all the berths. Then followed a basket of apples, another of oranges, dried prunes, pickled herrings, and sausage.

"The immigrants bought as freely as their purses allowed of these edibles to supplement the regular meals, and when the steward had completed his round of sales the floor was again littered with egg shells, orange peels, apple cores, prune stones, and herring bones. Nor could it be otherwise. There were no waste cans in which to throw these, and passengers more or less sick could not be expected to leave their berths and climb up on the open deck to throw such waste into the water. On the many stormy days water came down through the hatchways and through leaks in the ceiling.

"The sleeping quarters were always a dismal, damp, dirty, and most unwholesome place. The air was heavy, foul, and deadening to the spirit and the mind. Those confined to these beds by reason of sickness soon lost all energy, spirit, and ambition. A division of the steerage into two classes was soon apparent. Those who were good sailors and could be up and out kept away from the sleeping rooms until very late and left them often as early as 5 a. m. Those whom seasickness rendered weak and helpless in their beds were so stupefied and enervated by the heavy, foul atmosphere that they continued to lie in their bunks as though in a stupor. Such surroundings could not produce the frame of mind with which it is desirable that newcomers approach our land and receive their first impressions of it.

"The dining room was quite as cheerless and dispiriting. At times when steerage travel is heavy it is a sleeping compartment, as are all the other rooms of the steerage. The three or four thousand Italians who are to return home for the holidays on the ——— will not have the convenience of even this crude dining room, but must eat wherever they can find room to stand or sit. The furniture of this dining room consisted of rather ingenious pieces, a table and chairs all in one piece. A long board attached to the framework of the table on either side served as an immovable bench. This combination piece of furniture is probably convenient to handle in moving, but it certainly was most inconvenient for women to have to step over the benches getting in and out.

"In the serving of the meals the women were shown some consideration. Their tables were set by stewards. Each place was given a heavy, white porcelain soup plate, a knife, fork, and spoon. The knives, the very cheapest quality of steel, were cleaned once during the voyage, and then the stewards gathered a crowd of the women passengers to help sandpaper them. There were just barely enough dishes to go around, and more often not quite enough. For this reason the passengers soon learned it was necessary to get a place at

the tables as soon as they heard the rattle of dishes, to grab a plate and the cutlery as soon as it left the stewards' hands and hold it until the food came.

"The following bill of fare for the steerage was posted on the walls and was quite closely followed:

Breakfast, 7 a. m.—Coffee with milk and sugar; fresh bread, butter, oatmeal, corned beef, or cheese or herring.

Dinner, 12 m.—Sunday: Bouillou with rice and vegetables, fresh meat, potatoes, pudding with plum sauce. Monday: Pea soup, fresh beef or salted pork, potatoes, and sauerkraut. Tuesday: Bouillon with rice, fresh meat, potatoes, French beans. Wednesday: Barley soup, fresh or salted beef, potatoes, cabbage or carrots. Thursday: Bouillon with rice and vegetables, fresh meat, potatoes, pudding with plum sauce. Friday: Bean soup, fresh beef or salted pork, potatoes, turnips or sauerkraut. Saturday: Barley soup with plums or bouillon, fresh or salted meat, potatoes, and sauce.

Afternoon, 3 o'clock.—Coffee with milk and sugar, bread or cake.

Supper, 6 p. m.—A warm dish consisting of rice in milk or barley with plums or potatoes with herrings or Labshaus or ragout or Irish stew. Also white or rye bread, butter, and tea with sugar.

"Dinner and supper were served an hour earlier than announced. Not much time was consumed in serving—never more than a half hour. The food was brought to the tables occupied by the women. It was passed down from the gallery on the open deck along a line of stewards, as pails of water are by a bucket brigade. For dinner each table received a pail of soup, a small dish pan of meat and potatoes, another with vegetables; for the other meals a large tin kettle of either tea or coffee already containing milk and sugar, bread, a plate of prune jam or a butter substitute. The dishes were afterwards collected and washed by stewards. The men passengers did not receive even this much service. Each of them had to take his turn in bringing the food for his table and in washing and caring for the table's dishes. There were a couple of tubs of warm water in a corner of the dining room for dish washing, but no towels. There was also no place provided for keeping these dishes, so the beds and the floor beneath, that already served so many purposes, acted also as dish cupboard. Places at tables were not assigned, nor was there any attempt to establish or maintain any order beyond to prevent crowding. And even here the attempt was only apparent, for the real cause of it rested not with the passengers. They were obliged to seek places at the first sign of preparation for a meal; grab dishes, if they were to be sure of any. More than one learned that to be a trifle late was to be too late.

"The quality of the food was not so bad, but the manner and haste in serving it made it unsatisfying. It might not be unreasonable to demand a little more care in its preparation and seasoning.

"The Hebrew cook who prepared kosher food for the Jewish passengers received much the same materials as our cook. Some of the better passengers, particularly Germans, found the Jewish cooking so much more appetizing that they sought favor with its cook in order to secure it continually. They also complained of the quality of the bread, and the purser allowed their table to have such bread as was supplied to the third class. The coffee and tea were less satisfactory than the other food, but hot water was available, and many prepared their own tea.

"At the bar, besides drinks, apples and pickled herrings were sold. Several stewards had supplies of edibles that they offered for sale. The steerage passengers were all ready buyers. The plain, tasteless, quickly bolted meals really required supplementing, and as long as there was money with which to buy, it was quite impossible to resist.

"The washing and toilet rooms were quite as inadequate as the sleeping and eating accommodations. These were on the main or open deck. There were eight toilets and as many wash basins for the women; the men had two similar rooms adjoining. The construction of the toilets rendered them convenient enough for use had they been kept clean and dry. The hose hung continually attached, and the daily cleaning consisted of a washing off with the hose. The floor and seats were always wet, and, as the individual compartments were so very short and narrow, it was impossible to go in or out without rubbing one's clothes against the wet and often dirty floor, step, and seat. In the wash room, leading to the toilets, the water often stood inches deep on the floor. The eight wash basins were insufficient for over 200 women and children. The little room was crowded most of the day. We rose at 5 o'clock, and earlier, in order to get washed before breakfast, which was served so promptly at 7 o'clock. It really was no wonder to me when some finally gave up trying to keep clean. In such filthy surroundings it was necessary to wash often, and keeping even comparatively clean would have meant a perpetual struggle to get at a basin. The two or three days before landing those who had given up the struggle resumed it with renewed vigor. The little wash room was crowded all day until late into the night with women washing their own and the children's heads, and washing out towels and clothing. They were truly heroic efforts at cleanliness in the face of every obstacle. A thorough washing of the body, or even a part of it, was entirely out of the question. There were no bath tubs, and to monopolize a basin for more than a very few moments was impossible. Besides, one could never have the wash room entirely to himself even for a moment. Here, where the surroundings make a bath imperative, it was an impossibility. All the human physical needs were so miserably provided for, or else entirely ignored, that it was not at all strange if the passenger developed and showed some animal propensities.

"The steerage passenger certainly gets but very little besides his passage. Practically no consideration is had for him as regards either space, food, service, or conveniences. One of ten rules on the walls announces that the passengers are responsible for the order and cleanliness of the steerage. The difference in cost between passage in the third class and the steerage is about \$7.50; the difference between accommodations is everything, and the third class does no more than provide decently for the simplest human physical needs. The white napkins are the only nonessential that might be omitted. Every other provision is essential to decency, propriety, health, and the preservation of self-respect. To travel in anything worse than what is offered in the third class is to arrive at the journey's end with a mind unfit for healthy, wholesome impressions and with a body weakened and unfit for the hardships that are involved in the beginning of life in a new land.

“The letter of the law may be obeyed implicitly without bringing about the desired reforms and conditions. This was very true on the ———. There was apparently every observance of the law and yet the conditions in the steerage were such as should not exist. Observing everything closely and considering it very carefully I could not see how conditions could be improved without changing the entire general arrangement of the steerage. The undesirable features of the large sleeping compartments will continue as long as the use of the large compartments themselves continues. And so with many of the other evils; they are the inevitable accompaniments of the system itself. The total abolition of the present steerage and the substitution for it of the third class would seem the complete solution of the many evils of the steerage.

“Section 7 of the passenger act was posted in conspicuous places and was fairly well observed. However, there were a few breaches. Sailors and stewards did sometimes find themselves on the open deck with the steerage passengers and on such occasions did not hesitate to make free with the women. This, however, was not of frequent occurrence. The steward in charge of the women’s sleeping compartment promptly expelled any man passenger who entered. He himself, however, and even the chief officer of the steerage, did not hesitate occasionally to poke, punch, and handle the women as they lay in their berths.

“From those who had gone aboard as steerage passengers I learned that they had been taken in a small vessel to the steamer the day before it sailed. They had been vaccinated by the ship’s physicians and relieved of their ship cards. The physicians accompanied the captain on his daily tour of inspection, passing through all the steerage and third-class quarters. However, there was no examination of the passengers until just the evening previous to landing. Then each one bared his arm and presented the vaccination to the doctor for inspection. The women were all kept in first, then the men. After that, in order that the last memories of the steamer might be pleasant, each woman was given a little candy, each man a pipe and package of tobacco.

“The day before this, ship cards had been returned, and attached to each was a number to aid the division of passengers at Ellis Island; also a doctor’s card. Similar cards were given in the third class. These were marked and stamped in identically the same manner, though the one class had been vaccinated and the other had not.

“There were hospital rooms, one for men and one for women, but there seemed a strong objection to using them. A sign on the doors strictly forbade admittance, and the doors were locked except when a stewardess was present, and then she kept out the curious.

“During the journey two women after much effort were admitted to the hospital. One was so weak she had to be carried. She was returned in a couple of days, but was still so weak she dropped in a heap on the iron floor of one of the compartments. Neither stewards nor the two stewardesses noticed her, and when urged to get a mattress for her and help her to a berth said that was the business of the chief officer of the steerage, not theirs. The two stewardesses in the steerage apparently had few duties. They distributed meal gruel to

children and in nice weather drove out all the women on deck. Much of the time they were not in the steerage at all.

"There were 450 passengers in the steerage and almost 300 in the third class. They differed very little in kind. Nevertheless it was possible to maintain cleanliness and order in the third class. The blame for the filth of the steerage can not then be placed entirely on the passengers. The third class is proof that if given an opportunity the poorer passengers do keep clean.

"At Ellis Island the inspection by the doctors and the officers of the Immigration Service was quickly completed. The work here has been reduced to a smooth system and the officers are all kind, considerate, and humane until one has passed the boundary of their immediate jurisdiction. After getting my railroad ticket I was approached by an agent of the telegraph company. The ordinary immigrant would not have distinguished him from the immigration officials. 'Show your address,' he commanded. 'What's your name?' and before I knew what it was all about, 'Thirty cents for the telegram.' And so he caught them, except those who had been there before and refused to be caught again. Later I learned the usefulness of these telegrams. It said 'Meet me at Union Station,' but mentioned no trains. My friends spent a night at the station and then didn't meet me. The other telegrams are about as effective. Further on in the room, where the immigrants are sorted according to the railroad by which they are to continue their journey, they are considered prey. A rough guard pushed me to the pen into which I belonged. A commissary clerk met me, led me to a spot where my baggage could be deposited, then to a counter, saying 'Show your money.' I was about to obey, as a steerage passenger obeys these commands given at so many points of his journey, when I concluded that this was the attempt to compel one to buy a box of provisions for his further journey. Many of the passengers had told me of it and warned me. I refused to show my money, saying I was going only to Baltimore and did not need provisions for so short a journey. The man continued shouting, thinking thus to force me into buying, until he spied some one else entering. Then he dropped me and ran for the new victim. Immigrants who had been here before and refused to be forced to buy received volleys of oaths and curses. The immigrants are practically forced to buy these boxes, regardless of the length of their journey or their desires. One man bought a cigar and handed over a dollar. Three quarters were laid down in change, and when he demanded the rest the clerk insisted on his taking something more instead of the 20 cents, and hadn't the immigrant been experienced in the ways of the world he would have had to yield. Finally we were taken from here to our respective stations. We who were going on the ——— Line crossed in a ferry to a dingy, dirty, unventilated waiting room next to the ——— station in Jersey City. Here we waited from 6 o'clock in the evening until after 9. About 8 o'clock the attendant signaled us to go downstairs, showing our tickets as we went. We all expected we were to board the train, so anxiously hurried along, dragging our heavy and numerous hand baggage. The poor, travel-tired women and the sleepy little children were pitiful sights. Arrived at the bottom of the long stairs, we waited and waited, but there was no train. Finally the same

attendant summoned us to return upstairs. Weary, tired, and disappointed, we climbed up again. Finally we were led to our train in the big station. We were again sorted according to our destination and our train proceeded to Philadelphia. There we halted somewhere in the yards. Our entire coachful was to change cars. We piled out in the middle of the night, all laden down with baggage, the women having, in addition, sleeping and sleepy little children. A trainman guided this weary and dejected party along the car tracks through the sleet and snow over an endless distance, it seemed, to the station. There pity seized him or else he was tired from helping carry the baggage of one poor woman who had five small children with her, and he allowed her to remain in the waiting room. The rest of us, with our baggage, trudged farther on to what evidently was a lounging room for section hands. We were locked in there for an hour and a half, when we were again led to the station to be put on a train. They assigned us to the smoker—women, children, and all—and refused even to open the women's toilet for us, compelling us to use the men's. For my immigrant's ticket from New York to Baltimore I paid \$4.67. The regular price is \$5. For this reduction of 33 cents I was first placed in the charge of two rough, coarse, insolent attendants and compelled to wait over three hours in a dirty, foul-smelling room. Then I was nine hours making a distance usually covered in six and compelled to sit in a smoker and use a men's toilet. What those immigrants who had to travel longer distances suffered can be well imagined from the experiences of this short journey."

MISCELLANEOUS.

TREATMENT OF IMMIGRANTS ON STEAMERS IN THE COASTWISE AND INLAND TRAFFIC.

A certain percentage of the immigrants who are distributed from New York City and other points travel toward their ultimate destination on smaller steamship lines in the coastwise trade. There seems to be no attention whatever paid to the accommodations for or care of immigrants on these ships. On one steamer investigated it was found that steerage passengers were carried in a freight compartment separated from the rest of the vessel only by canvas strips, and that in this compartment the immigrants were not provided with mattresses or bedding. There was practically no separation between the women and the men. On this boat passengers other than aliens who pay the same price as the aliens have regular berths with mattresses and pillows, and a dining room is provided. There is also separation of the sexes. In this compartment the negroes who patronize this line are quartered and receive for the same price much better treatment than the immigrants. This line has carried as many as 200 immigrants on one trip in these freight compartments.

On another line, however, which has accommodations for about 50 immigrants in its usual boats, the immigrants could obtain the same food as the crew, but the berths are in three tiers instead of two, as on the trans-Atlantic boats. They are also allowed the freedom of the lower forward deck.

On another trip, consisting of but one night, however, the berths for immigrants were in three tiers, and they were given the same food that was served to the crew, and there seems to be care for the immigrants by watchmen and otherwise.

On a boat on the Hudson River the description of the cruelties to the immigrants is as follows:

Forward of the freight, in the extreme bow of the boat, is an open space. I saw immigrants lying on the floor, also on benches, and some were sleeping on coils of rope, in some cases using their own baggage for head rests.

Conditions on the other line from New York to Albany were found to be identical, though in neither case was there the excuse of crowding, as there was plenty of room.

Of a vessel in the coastwise trade an investigator reports:

There was no attempt to separate the men from the women, and going into the sleeping quarters found the women and men in all state of dress and undress (mostly the latter). Hot nights they slept on deck, as it was too hot below.

Sunday, August 9, 1909, some man crept into the Polish woman's bunk and attempted an assault, but her cries drove him off (this about midnight).

Monday night about the same time, presumably same man, now acknowledged to be some member of the crew (sailor)—this information I obtained by talking to some members of the crew (sailors)—attempted or did succeed in assaulting the same woman.

The captain started an investigation, but what came of it I was unable to learn, as the matter was hushed up.

It is proper to say that this charge was taken up by the proper authorities, but that no further evidence could be obtained. The quarters of that particular boat were clean and well kept and the food fair.

It is satisfactory to learn that upon the steamers of the Panama Railroad and Steamship Line, practically owned and operated by the United States Government, the conditions and discipline were found to be good, the only complaint being as to the food, which was said to be of very poor quality and of very scanty allowance on one of the boats.

The general comment to make in relation to this class of transportation of the immigrants seems to be that it is left entirely to the companies. If the line is humane and progressive, the immigrants are well treated. If it is not, the immigrants suffer accordingly. In all probability the condition of the immigrants on these ships could be made much better by the enforcement of existing statutes.

RESULTS OF THE ITALIAN LAW PROVIDING FOR OFFICIAL INSPECTION.

In view of the recommendation that immigrant inspectors and matrons travel on each ship carrying immigrants, the following extracts from a report on an Italian vessel are pertinent: The investigation was made by a woman.

(a) The food was good, wholesome, and abundant. The water was fresh. Notice was always given before each meal, and the same always served on time.

(b) Mothers, infants, and children were supplied twice daily with sterilized condensed milk, and also twice daily with beef tea and noodles.

(c) The royal commissioner, the ship commissioner, and oftentimes the captain, took their places at the head of the line and watched the distribution of the food, to see that the same was served properly.

(d) The royal commissioner would always test the food prepared for steerage passengers. If it was found good and palatable, his orders were given to serve same; if not found satisfactory, he saw that it was made fit for serving.

(e) The royal commissioner secured special food for steerage passengers who could not eat the food given by the company.

(f) Four cooks prepared the meals, two of whom did the service from the kitchen window. Two sailors helped to keep order outside of the kitchen window where the line of men was formed. These assistants were kind, strict, and attended well to their duties.

(g) The two entrances leading to the women's compartment were always locked and guarded during the day, prohibiting any who made effort to enter without permission. Passengers were allowed on deck from 6 a. m. to 5 p. m., weather permitting. During this time the sailors in charge of the women's compartment performed their regular duties. The compartment was thoroughly washed and disinfected. Two sailors also kept guard at night.

(h) Officers, such as the royal commissioner and the doctor, visited the women's compartment only when absolutely needed. On one occasion the captain was called upon to remove a man who wanted to remain with his wife, who was not well. They were given a place by themselves. When the royal commissioner made his rounds he was always accompanied and his interest seemed always for the benefit of the passengers. Without such an officer steerage passengers doubtless would have suffered.

For passengers who were not well and unable to digest the foods served by the company, the royal commissioner spoke with the doctor's approval and enabled them to get something special, such as a piece of beefsteak or beef tea with noodles. Passengers had access to the first-class kitchen and at stated times and with the written permission from the royal commissioner received whatever they could get by paying a regular price for it. Remarks: It was evident that the royal commissioner worked for the interest of the steerage passengers. He was seen very often among them and helped those who needed special attention. He cared for the sick and took the utmost interest to see that they were made comfortable. He administered medicine, arising at night, even, to visit extreme cases.

A SEAMAN'S STATEMENT.

An investigator who was formerly a seaman and has crossed in all classes of ships makes the following comments in regard to third class on one of the newer types of ship:

I find that all the changes which I proposed to make in the law as stated in my former report are working most satisfactorily on board the ——. I also find that such changes would tend to the uplift of the average third-class passenger. We had some of the same kind of immigrants on board as on the other ships. I have watched these people closely on the ——, and have noticed a remarkable difference in the behavior and cleanliness of the people on board this steamer. I had a suit of old clothes myself which I wore going out on the ——. I intended to wear it back, but did not dare to nor want to, because nearly all passengers were dressed very well indeed.

He also states that he was so well treated that he was really obliged to tip the stewards. Some of the women whose cleanliness, neat clothing, and general good behavior he praises were from the races where the women wear no hats, but do wear boots, and were thus clad.

APPENDIXES.

A. THE UNITED STATES PASSENGER ACT OF 1882.

B. SECTION ONE OF PASSENGER ACT AS AMENDED, 1908.

APPENDIX A.

THE UNITED STATES PASSENGER ACT OF 1882.

[PUBLIC—No. 193.]

AN ACT To regulate the carriage of passengers by sea.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That it shall not be lawful for the master of a steamship or other vessel whereon emigrant passengers, or passengers other than cabin passengers, have been taken at any port or place in a foreign country or dominion (ports and places in foreign territory contiguous to the United States excepted) to bring such vessel and passengers to any port or place in the United States unless the compartments, spaces, and accommodations hereinafter mentioned have been provided, allotted, maintained, and used for and by such passengers during the entire voyage; that is to say, in a steamship, the compartments or spaces, unobstructed by cargo, stores, or goods, shall be of sufficient dimensions to allow for each and every passenger carried or brought therein one hundred cubic feet, if the compartment or space is located on the main deck or on the first deck next below the main deck of the vessel, and one hundred and twenty cubic feet for each passenger carried or brought therein if the compartment or space is located on the second deck below the main deck of the vessel; and it shall not be lawful to carry or bring passengers on any deck other than the decks above mentioned. And in sailing vessels such passengers shall be carried or brought only on the deck (not being an orlop deck) that is next below the main deck of the vessel or in a poop or deck house constructed on the main deck; and the compartment or space, unobstructed by cargo, stores, or goods, shall be of sufficient dimensions to allow one hundred and ten cubic feet for each and every passenger brought therein. And such passengers shall not be carried or brought in any between-decks, nor in any compartment, space, poop, or deck house, the height of which from deck to deck is less than six feet. In computing the number of such passengers carried or brought in any vessel, children under one year of age shall not be included, and two children between one and eight years of age shall be counted as one passenger; and any person brought in such vessel who shall have been, during the voyage, taken from any other vessel wrecked or in distress on the high seas, or have been picked up at sea from any boat, raft, or otherwise, shall not be included in such computation. The master of a vessel coming to a port or place in the United States in violation of either of the provisions of this section shall be deemed guilty of a misdemeanor; and if the number of passengers other than cabin passengers carried or brought in the vessel, or in any compartment, space, poop, or deck house thereof, is greater than the number allowed to be carried or brought therein, respectively, as hereinbefore prescribed, the said master shall be fined fifty dollars for each and every passenger in excess of the proper number, and may also be imprisoned not exceeding six months.

SEC. 2. That in every such steamship or other vessel there shall be a sufficient number of berths for the proper accommodation as hereinafter provided, of all such passengers. There shall not be on any deck nor in any compartment or space occupied by such passengers more than two tiers of berths. The berths shall be properly constructed, and be separated from each other by partitions, as berths ordinarily are separated, and each berth shall be at least two feet in width and six feet in length; and the interval between the floor or lowest part of the lower tier of berths and the deck beneath them shall not be less than six inches, nor the interval between each tier of berths, and the interval between the uppermost tier and the deck above it, less than two feet six inches; and each

berth shall be occupied by not more than one passenger over eight years of age; but double berths of twice the above-mentioned width may be provided, each double berth to be occupied by no more and by none other than two women, or by one woman and two children under the age of eight years, or by husband and wife, or by a man and two of his own children under the age of eight years, berth shall be occupied by not more than one passenger over eight years of age; or by two men personally acquainted with each other. All the male passengers upward of fourteen years of age who do not occupy berths with their wives shall be berthed in the fore part of the vessel, in a compartment divided off from the space or spaces appropriated to the other passengers by a substantial and well-secured bulkhead; and unmarried female passengers shall be berthed in a compartment separated from the spaces occupied by other passengers by a substantial and well-constructed bulkhead, the opening or communication from which to an adjoining passenger space shall be so constructed that it can be closed and secured. Families, however, shall not be separated except with their consent. Each berth shall be numbered serially, on the outside berth board, according to the number of passengers that may lawfully occupy the berth; and the berths occupied by such passengers shall not be removed or taken down until the expiration of twelve hours from the time of entry, unless previously inspected within a shorter period. For any violation of either of the provisions of this section the master of the vessel shall be liable to a fine of \$5 for each passenger carried or brought on the vessel.

SEC. 3. That every such steamship or other vessel shall have adequate provision for affording light and air to the passenger decks and to the compartments and spaces occupied by such passengers, and with adequate means and appliances for ventilating the said compartments and spaces. To compartments having sufficient space for fifty or more of such passengers at least two ventilators, each not less than twelve inches in diameter, shall be provided, one of which ventilators shall be inserted in the forward part of the compartment, and the other in the after part thereof, and shall be so constructed as to ventilate the compartment; and additional ventilators shall be provided for each compartment in the proportion of two ventilators for each additional fifty of such passengers carried or brought in the compartment. All ventilators shall be carried at least six feet above the uppermost deck of the vessel, and shall be of the most approved form and construction. In any steamship the ventilating apparatus provided, or any method of ventilation adopted thereon, which has been approved by the proper emigration officers at the port or place from which said vessel was cleared, shall be deemed a compliance with the foregoing provisions; and in all vessels carrying or bringing such passengers there shall be properly constructed hatchways over the compartments or spaces occupied by such passengers, which hatchways shall be properly covered with houses or booby hatches, and the combings or sills of which shall rise at least six inches above the deck; and there shall be proper companionways or ladders from each hatchway leading to the compartments or spaces occupied by such passengers; and the said companionways or ladders shall be securely constructed, and be provided with hand rails or strong rope, and, when the weather will permit, such passengers shall have the use of each hatchway situated over the compartments or spaces appropriated to their use; and every vessel carrying or bringing such passengers shall have a properly located and constructed caboose and cooking range, or other cooking apparatus, the dimensions and capacity of which shall be sufficient to provide for properly cooking and preparing the food of all such passengers. In every vessel carrying or bringing such passengers there shall be at least two water-closets or privies, and an additional water-closet or privy for every one hundred male passengers on board, for the exclusive use of such male passengers, and an additional water-closet or privy for every fifty female passengers on board, for the exclusive use of the female passengers and young children on board. The aforesaid water-closets and privies shall be properly inclosed and located on each side of the vessel and shall be separated from passenger' spaces by substantial and properly constructed partitions or bulkheads; and the water-closets and privies shall be kept and maintained in a serviceable and cleanly condition throughout the voyage. For any violation of either of the provisions of this section, or for any neglect to conform to the requirements thereof, the master of the vessel shall be liable to a penalty not exceeding two hundred and fifty dollars.

SEC. 4. An allowance of good, wholesome, and proper food, with a reasonable quantity of fresh provisions, which food shall be equal in value to one and a half navy rations of the *Digital Library of the United States* fresh water, not less than four

quarts per day, shall be furnished each of such passengers. Three meals shall be served daily, at regular and stated hours, of which hours sufficient notice shall be given. If any such passengers shall at any time during the voyage be put on short allowance for food and water, the master of the vessel shall pay to each passenger three dollars for each and every day the passenger may have been put on short allowance, except in case of accidents, where the captain is obliged to put the passengers on short allowance. Mothers with infants and young children shall be furnished the necessary quantity of wholesome milk or condensed milk for the sustenance of the latter. Tables and seats shall be provided for the use of passengers at regular meals. And for every willful violation of any of the provisions of this section the master of the vessel shall be deemed guilty of a misdemeanor and shall be fined not more than five hundred dollars, and be imprisoned for a term not exceeding six months. The enforcement of this penalty, however, shall not affect the civil responsibility of the master and owners of the vessel to such passengers as may have suffered from any negligence, breach of contract, or default on the part of such master and owners.

SEC. 5. That in every such steamship or other vessel there shall be properly built and secured, or divided off from other spaces, two compartments or spaces to be used exclusively as hospitals for such passengers, one for men and the other for women. The hospitals shall be located in a space not below the deck next below the main deck of the vessel. The hospital spaces shall in no case be less than in the proportion of eighteen clear superficial feet for every fifty such passengers who are carried or brought on the vessel, and such hospitals shall be supplied with proper beds, bedding, and utensils, and be kept so supplied throughout the voyage. And every steamship or other vessel carrying or bringing emigrant passengers, or passengers other than cabin passengers, exceeding fifty in number, shall carry a duly qualified and competent surgeon or medical practitioner, who shall be rated as such in the ship's articles, and who shall be provided with surgical instruments, medical comforts, and medicines proper and necessary for diseases and accidents incident to sea voyages, and for the proper medical treatment of such passengers during the voyage, and with such articles of food and nourishment as may be proper and necessary for preserving the health of infants and young children; and the services of such surgeon or medical practitioner shall be promptly given, in any case of sickness or disease, to any of the passengers, or to any infant or young child of any such passengers, who may need his services. For a violation of either of the provisions of this section the master of the vessel shall be liable to a penalty not exceeding two hundred and fifty dollars.

SEC. 6. That the master of every such steamship or other vessel is authorized to maintain good discipline and such habits of cleanliness among such passengers as will tend to the preservation and promotion of health, and to that end he shall cause such regulations as he may adopt for such purpose to be posted up on board the vessel, in a place or places accessible to such passengers, and shall keep the same so posted up during the voyage. The said master shall cause the compartments and spaces provided for, or occupied by, such passengers to be kept at all times in a clean and healthy condition, and to be, as often as may be necessary, disinfected with chloride of lime, or by some other equally efficient disinfectant. Whenever the state of the weather will permit, such passengers and their bedding shall be mustered on deck, and a clear and sufficient space on the main or any upper deck of the vessel shall be set apart, and so kept, for the use and exercise of such passengers during the voyage. For each neglect or violation of any of the provisions of this section the master of the vessel shall be liable to a penalty not exceeding two hundred and fifty dollars.

SEC. 7. That neither the officers, seamen, nor other persons employed on any such steamship or other vessel shall visit or frequent any part of the vessel provided or assigned to the use of such passengers, except by the direction or permission of the master of such vessel first made or given for such purpose; and every officer, seaman, or other person employed on board of such vessel who shall violate the provisions of this section shall be deemed guilty of a misdemeanor, and may be fined not exceeding one hundred dollars, and be imprisoned not exceeding twenty days, for each violation; and the master of such vessel who directs or permits any officer, seaman, or other person employed on board the vessel to visit or frequent any part of the vessel provided for or assigned to the use of such passengers, or the compartments or spaces occupied by such pas-

sengers, except for the purpose of doing or performing some necessary act or duty as an officer, seaman, or other person employed on board of the vessel, shall be deemed guilty of a misdemeanor, and may be fined not more than one hundred dollars for each time he directs or permits the provisions of this section to be violated. A copy of this section, written or printed in the language or principal languages of the passengers on board, shall, by or under the direction of the master of the vessel, be posted in a conspicuous place on the fore-castle and in the several parts of the vessel provided and assigned for the use of such passengers, and in each compartment or space occupied by such passengers, and the same shall be kept so posted during the voyage; and if the said master neglects so to do, he shall be deemed guilty of a misdemeanor, and shall be fined not more than one hundred dollars.

SEC. 8. That it shall not be lawful to take, carry, or have on board of any such steamship or other vessel any nitro-glycerine, dynamite, or any other explosive article or compound, nor any vitriol or like acids, nor gunpowder, except for the ship's use, nor any article or number of articles, whether as a cargo or ballast, which, by reason of the nature or quantity or mode of storage thereof, shall, either singly or collectively, be likely to endanger the health or lives of the passengers or the safety of the vessel, and horses, cattle, or other animals taken on board of or brought in any such vessel shall not be carried on any deck below the deck on which passengers are berthed, nor in any compartment in which passengers are berthed, nor in any adjoining compartment except in a vessel built of iron, and of which the compartments are divided off by water-tight bulkheads extending to the upper deck. For every violation of any of the provisions of this section the master of the vessel shall be deemed guilty of a misdemeanor, and shall be fined not exceeding \$1,000, and be imprisoned for a period not exceeding one year.

SEC. 9. That it shall not be lawful for the master of any such steamship or other vessel, not in distress, after the arrival of the vessel within any collection district of the United States, to allow any person or persons, except a pilot, officer of the customs, or health officer, agents of the vessel, and consuls, to come on board of the vessel or to leave the vessel until the vessel has been taken in charge by an officer of the customs, nor, after charge so taken, without leave of such officer, until all the passengers with their baggage have been duly landed from the vessel; and on the arrival of any such steamship or other vessel within any collection district of the United States, the master thereof shall deliver to the officer of customs who first comes on board the vessel and makes demand therefor a correct list, signed by the master, of all the passengers taken on board the vessel at any foreign port or place, specifying separately the names of the cabin passengers, their age, sex, calling, and the country of which they are citizens, and the number of pieces of baggage belonging to each passenger, and also the name, age, sex, calling, and native country of each emigrant passenger, or passengers other than cabin passengers, and their intended destination or location, and the number of pieces of baggage belonging to each passenger, and also the location of the compartment or space occupied by each of such passengers during the voyage; and if any of such passengers died on the voyage, the said list shall specify the name, age, and cause of death of each deceased passenger; and a duplicate of the aforesaid list of passengers, verified by the oath of the master, shall, with the manifest of the cargo, be delivered by the master to the collector of customs on the entry of the vessel. For a violation of either of the provisions of this section, or for permitting or neglecting to prevent a violation thereof, the master of the vessel shall be liable to a fine not exceeding one thousand dollars.

SEC. 10. That in case there shall have occurred on board any such steamship or other vessel any death among such passengers during the voyage, the master or consignees of the vessel shall, within forty-eight hours after the arrival of the vessel within a collection district of the United States, or within twenty-four hours after the entry of the vessel, pay to the collector of customs of such district the sum of ten dollars for each and every such passenger above the age of eight years who shall have died on the voyage by natural disease; and the master or consignees of any vessel who neglect or refuse to pay such collector, within the times hereinbefore prescribed, the sums of money aforesaid, shall be liable to a penalty of fifty dollars in addition to the sum required to be paid as aforesaid for each passenger whose death occurred on the voyage. All sums of money paid to any collector under the provisions of this section shall be by him

paid into the Treasury of the United States in such manner and under such regulations as shall be prescribed by the Secretary of the Treasury.

SEC. 11. That the collector of customs of the collection district within which, or the surveyor of the port at which, any such steamship or other vessel arrives, shall direct an inspector or other officer of the customs to make an examination of the vessel, and to admeasure the compartments or spaces occupied by the emigrant passengers, or passengers other than cabin passengers, during the voyage; and such measurement shall be made in the manner provided by law for admeasuring vessels for tonnage; and to compare the number of such passengers found on board with the list of such passengers furnished by the master to the customs officer; and the said inspector or other officer shall make a report to the aforesaid collector or surveyor, stating the port of departure, the time of sailing, the length of the voyage, the ventilation, the number of such passengers on board the vessel, and their native country, respectively; the cubic quantity of each compartment or space, and the number of berths and passengers in each space, the kind and quality of the food furnished to such passengers on the voyage; the number of deaths, and the age and sex of those who died during the voyage, and of what disease; and in case there was any unusual sickness or mortality during the voyage, to report whether the same was caused by any neglect or violation of the provisions of this act, or by the want of proper care against disease by the master or owners of the vessel; and the said reports shall be forwarded to the Secretary of the Treasury at such times and in such manner as he shall direct.

SEC. 12. That the provisions of this act shall apply to every steamship or other vessel whereon emigrant passengers, or passengers other than cabin passengers, are taken on board at a port or place in the United States for conveyance to any port or place in a foreign country except foreign territory contiguous to the United States, and shall also apply to any vessel whereon such passengers are taken on board at any port or place of the United States on the Atlantic Ocean or its tributaries for conveyance to a port or place on the Pacific Ocean or its tributaries, or vice versa; and whether the voyage of said vessel is to be continuous from port to port or such passengers are to be conveyed from port to port in part by the way of any overland route through Mexico or Central America; and the said collector of customs may direct an examination of the vessel to be made by an inspector or other officer of the customs, who shall make the examination and report whether the provisions of this act have been complied with in respect to such vessel, and the said collector is authorized to withhold the clearance of such vessel until the coming in of such report; and if the said report shall show that any of the provisions of this act have not been complied with, the collector is authorized and directed to withhold the clearance of such vessel until the said provisions are complied with; and if any such vessel leaves the aforesaid port or place without having been duly cleared by the collector of customs, the master shall be deemed guilty of a misdemeanor, and may be fined not exceeding one thousand dollars, and be imprisoned not exceeding one year, and the vessel shall be liable to seizure and forfeiture.

SEC. 13. That the amount of the several fines and penalties imposed by any section of this act upon the master of any steamship or other vessel carrying or bringing emigrant passengers, or passengers other than cabin passengers, for any violation of the provisions of this act, shall be liens upon such vessel, and such vessel may be libeled therefor in any circuit or district court of the United States where such vessel shall arrive or depart.

SEC. 14. That this act shall come into operation and take effect ninety days after the passage of this act; and sections forty-two hundred and fifty-two to forty-two hundred and seventy-seven, inclusive, of the Revised Statutes of the United States are, from and after said date, repealed; and this act may be cited for all purposes as "The passenger act, eighteen hundred and eighty-two."

Approved, August 2, 1882.

APPENDIX B.

SECTION ONE OF PASSENGER ACT AS AMENDED, 1908.

In section 42 of the Immigration act of February 20, 1907, an attempt was made to improve steerage conditions by increasing the air space allowed to each passenger. By its terms this provision was to have taken effect January 1, 1909, but it was superceded by public act No. 183 of the Sixtieth Congress, which repealed it. This act, which became effective January 1, 1909, amends only section 1 of the passenger act of 1882, and is as follows:

[PUBLIC—No. 183.]

AN ACT To amend section one of the passenger act of eighteen hundred and eighty-two.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section one of the passenger act of eighteen hundred and eighty-two be, and is hereby, amended so as to read:

"It shall not be lawful for the master of any vessel whereon steerage passengers have been taken at any port or place in a foreign country or dominion (ports and places in foreign territory contiguous to the United States excepted) to bring such vessel and passengers to or take from any port or place in the United States unless the compartments, spaces, and accommodations hereinafter mentioned have been provided, allotted, maintained, and used for and by such passengers during the entire voyage, unobstructed by cargo, stores, or goods. The master of a vessel coming to a port or place in the United States in violation of any of the provisions of this section shall be deemed guilty of a misdemeanor; and if the number of steerage passengers carried or brought in the vessel, or in any compartment, space, poop, or deck house thereof, is greater than the number allowed to be carried or brought therein, respectively, as hereinafter prescribed, the said master shall be fined fifty dollars for each and every such passenger in excess of the proper number, and may also be imprisoned not exceeding six months.

"In computing the number of passengers carried or brought in any vessel, children under one year of age shall not be included, and two children between one and eight years of age shall be counted as one passenger; and any person brought in such vessel who shall have been, during the voyage, taken from any other vessel wrecked or in distress on the high seas, or have been picked up at sea from any boat, raft, or otherwise, shall not be included in such computation.

"Second. The expression 'steerage passenger' means all passengers except cabin passengers, and persons shall not be deemed cabin passengers unless the space allotted to their exclusive use is in the proportion of at least thirty-six clear superficial feet to each passenger.

"Third. The expression 'lowest passenger deck' means the deck next below the water line; and the expression 'passenger deck' includes every deck or portion of a deck which is above the lowest passenger deck, and is appropriated for passengers.

"Fourth. A vessel shall not carry passengers, whether cabin or steerage passengers, on more than one deck below the water line.

"Fifth. The height between that part of any deck on which steerage passengers are carried and the deck immediately above it shall not be less than six feet.

"Sixth. No steerage passengers shall be carried on the lowest passenger deck unless it is efficiently lighted by side scuttles and otherwise to the satisfaction of the inspector.

"Seventh. No greater number of steerage passengers shall be carried on the lowest passenger deck than in the proportion of one steerage passenger to every twenty-one clear superficial feet allotted to their use. If, however, the height between the lowest passenger deck and the deck immediately above it is less than seven feet, and the apertures, exclusive of side scuttles, through which light and air are admitted are less in size than in the proportion of three square feet to every one hundred superficial feet of that deck, no greater number of steerage passengers shall be carried on that deck than in the proportion of one steerage passenger to every thirty clear superficial feet thereof, subject to the allowance for measurement of public rooms, lavatories, and bath rooms, if any, provided for by paragraph ten.

"Eighth. No greater number of steerage passengers may be carried on a passenger deck than in the proportion of one steerage passenger to every eighteen clear superficial feet of deck allotted to their use, subject to the allowance for measurement of public rooms, lavatories, and bath rooms, if any, provided for by paragraph ten. If, however, the height between any passenger deck and the deck immediately above it be less than seven feet, no greater number of steerage passengers may be carried on that deck than in the proportion of one steerage passenger to every twenty-one clear superficial feet thereof, subject to the allowance for measurement of public rooms, lavatories, and bath rooms, if any, provided for by paragraph ten.

"Ninth. A vessel, whatever be the superficial space of the passenger decks and of the lowest passenger deck, shall not carry a greater number of steerage passengers on the whole than in the proportion of one steerage passenger to every five superficial feet of air or promenade space provided on a deck so open as not to be included in the tonnage and approved by the inspector, and this space shall not be counted or included in the area available for any other passengers, or in other areas for steerage passengers described by this section.

"Tenth. In the measurement of the passenger decks and of the lowest passenger deck, the space occupied by that part of the personal baggage of the steerage passengers which the inspector permits to be carried there shall be included, and also, on whatever deck located, commodious and suitable dining rooms, lounging rooms, smoking rooms, lavatories, toilet rooms, and bath rooms: *Provided, That—*

"(a) The space in any place appropriated to the use of steerage passengers in which they sleep shall not be less than eighteen superficial feet in the case of the lowest passenger deck and fifteen superficial feet in the case of a passenger deck.

"(b) Each space so included in the measurement must be clearly marked to the satisfaction of the inspector as being exclusively appropriated for the use of the steerage passengers.

"Eleventh. Each separate compartment in which steerage passengers are berthed shall be conspicuously marked, showing the total area of such compartments."

Sec. 2. That section forty-two and so much of sections forty-three and forty-four of the act approved February twentieth, nineteen hundred and seven, entitled "An act to regulate the immigration of aliens into the United States," as provides for the repeal of section one of the passenger act of eighteen hundred and eighty-two are hereby repealed.

Sec. 3. That this act shall take effect on January first, nineteen hundred and nine.

Approved, December 19, 1908.

IMPORTATION AND HARBORING OF WOMEN
FOR IMMORAL PURPOSES.

IMPORTATION AND HARBORING OF WOMEN FOR IMMORAL PURPOSES.

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IMPORTATION AND HARBORING OF WOMEN FOR IMMORAL PURPOSES.

INTRODUCTORY.

The importation and harboring of alien women and girls for immoral purposes and the practice of prostitution by them—the so-called “white-slave traffic”—is the most pitiful and the most revolting phase of the immigration question. It is in violation of the immigration law^a and of the agreement of 1904^b between the United States and other powers for the repression of the trade in white women. This business had assumed such large proportions and was exerting so evil an influence upon our country that the Immigration Commission felt compelled to make it the subject of a thorough investigation. Since the subject is especially liable to sensational exploitation, the Commission’s report is primarily a statement of undeniable facts calculated to form a basis of reasonable legislative and administrative action to lessen its evils.

The report was presented to Congress December 10, 1909, and at once received a wide circulation. Steps were immediately taken to amend the immigration law of 1907 to more effectively prevent the importation of women and girls for immoral purposes, and their control by importers or others after admission to the United States. Such a law closely following the Commission’s recommendations was approved by the President March 26, 1910.^c

By the terms of the new law the following were added to the classes excluded by section 2 of the immigration act of 1907: “Persons who are supported by or receive in whole or in part the proceeds of prostitution.” Under the terms of the act of 1907, “women or girls coming into the United States for the purpose of prostitution or for any other immoral purpose,” and also “persons who procure or attempt to bring in prostitutes or women or girls for the purpose of prostitution or for any other immoral purpose,” were specifically excluded from the United States. Under that law, however, there was no specific provision for the exclusion of that particularly reprehensible class of persons referred to in the act of March 26, 1910. The need for such a provision will appear later.

The act of 1910 also amended section 3 of the immigration law by providing additional means for the punishment and deportation of aliens who in any way profit or derive benefit from the proceeds of prostitution.

^a See Appendix A, p. 97.

^b See Appendix C, p. 99.

^c 36 Stat., 263. See p. 58.

Section 3 of the immigration act of February 20, 1907, and the same section as amended by the act of March 26, 1910, follow:

Act of February 20, 1907.

SEC. 3. That the importation into the United States of any alien woman or girl for the purpose of prostitution, or for any other immoral purpose, is hereby forbidden; and whoever shall, directly or indirectly, import, or attempt to import, into the United States, any alien woman or girl for the purpose of prostitution, or for any other immoral purpose, or whoever shall hold or attempt to hold any alien woman or girl for any such purpose in pursuance of such illegal importation, or whoever shall keep, maintain, control, support, or harbor in any house or other place, for the purpose of prostitution, or for any other immoral purpose, any alien woman or girl, within three years after she shall have entered the United States, shall, in every such case, be deemed guilty of a felony, and on conviction thereof be imprisoned not more than five years and pay a fine of not more than five thousand dollars; and any alien woman or girl who shall be found an inmate of a house of prostitution or practicing prostitution, at any time within three years after she shall have entered the United States, shall be deemed to be deported as provided by sections twenty and twenty-one of this act.

Act of March 26, 1910.

SEC. 3. That the importation into the United States of any alien for the purpose of prostitution or for any other immoral purpose is hereby forbidden; and whoever shall, directly or indirectly, import, or attempt to import, into the United States, any alien for the purpose of prostitution or for any other immoral purpose, or whoever shall hold or attempt to hold any alien for any such purpose in pursuance of such illegal importation, or whoever shall keep, maintain, control, support, employ, or harbor in any house or other place, for the purpose of prostitution or for any other immoral purpose, in pursuance of such illegal importation, any alien, shall, in every such case, be deemed guilty of a felony, and on conviction thereof be imprisoned not more than ten years and pay a fine of not more than five thousand dollars. Jurisdiction for the trial and punishment of the felonies hereinbefore set forth shall be in any district to or into which said alien is brought in pursuance of said importation by the person or persons accused, or in any district in which a violation of any of the foregoing provisions of this section occur. Any alien who shall be found an inmate of or connected with the management of a house of prostitution or practicing prostitution after such alien shall have entered the United States, or who shall receive, share in, or derive benefit from any part of the earnings of any prostitute; or who is employed by, in, or in connection with any house of prostitution or music or dance hall or other place of amusement or resort habitually frequented by prostitutes, or where prostitutes gather, or who in any way assists, protects, or promises to protect from arrest any prostitute, shall be deemed to be unlawfully within the United States and shall be deported in the manner provided by sections twenty and twenty-one of this act. That any alien who shall, after he has been debarred or deported in pursuance of the provisions of this section, attempt thereafter to return to or to enter the United States shall be deemed guilty of a misdemeanor, and shall be imprisoned for not more than two years. Any alien who shall be convicted under any of the provisions of this section shall, at the expiration of

his sentence, be taken into custody and returned to the country whence he came, or of which he is a subject or a citizen, in the manner provided in sections twenty and twenty-one of this act. In all prosecutions under this section the testimony of a husband or wife shall be admissible and competent evidence against a wife or husband.

The agitation of the subject also resulted in the enactment of a law prohibiting the transportation of persons from one State to another for purposes of prostitution.^a

METHODS OF INVESTIGATION.

The investigation was begun in November, 1907, under the active supervision of a special committee of the Commission; the work was conducted by a special agent in charge, with numerous assistants. Too much credit can not be given to the agents who independently planned details and with cheerful courage, even at the risk of their lives at times, secured information relative to this traffic. Several of the agents under various pretexts had to associate on friendly terms with the criminal procurers,^b importers,^c and pimps,^d and their unfortunate or degraded victims, when a discovery of the agents' purposes might have resulted in their murder. One woman agent was attacked and beaten, escaping serious injury, if not murder, only with the greatest difficulty, and yet the next day she went cheerfully back to her work, though, of course, in another locality where she was not known. Special information was secured from men who had themselves acted as keepers of disorderly houses; from women who were managing houses; from physicians who had practiced in them; from women who had formerly been prostitutes; and from some of the unfortunate women who under false pretenses had been brought into the country for immoral purposes. These persons in some cases continue their friendly relations with those engaged in prostitution and the importation of women, although they themselves have abandoned the life. Credit should also be given to the police, court officials, and business men whose circumstances were such that their cooperation was especially helpful.^e

^a See Appendix B, p. 97.

^b Procurer: A man or woman who induces another, by whatever means, to enter a house of prostitution or to subject herself to another in prostitution.

^c Importer: A man or woman who brings women or girls into the country for immoral purposes.

^d Pimp: A man who wholly or in part lives upon the earnings of a girl or woman who practices prostitution. Usually he is supposed to give some protection and care in return.

^e The agent in general charge of the field work of the investigation had previously had much experience as a probation officer and prosecutor of persons engaged in keeping disorderly houses. This agent's assistant also did excellent work in independent investigation and in preparation of the report. Several of the other investigators deserve the thanks of the Commission and the public for their efficiency, but owing to the confidential nature of their work it is unwise to mention their names.

The cooperation of General Bingham, commissioner of police in New York City, and Mr. Arthur Woods, fourth deputy commissioner, in charge of the detective force, was particularly helpful in the East, while in Chicago the cooperation of Mr. Sims, the United States district attorney, and his assistants was absolutely essential to the success of the work.

The investigation covered New York, Chicago, San Francisco, Seattle, Portland, Salt Lake City, Ogden, Butte, Denver, Buffalo, Boston, and New Orleans. In some of these cities months were given to making a thorough investigation; in others, only time enough to gain a general knowledge of conditions. The work was also supplemented at times by arrests and prosecution in the courts.

In order to insure accuracy much care was taken in the selection of agents and witnesses, and, beyond that, statements were invariably checked by placing the work of one agent against that of another, by testing the reports through arrests and trials, and by documentary material. In certain cases, naturally, the Commission relied upon the statements of the agents and others, based upon their personal observations and knowledge.

The nature of the business precludes, of course, exact statistics regarding the extent of the traffic as to the number of women imported or the number of importers. The investigation covered only those known as public prostitutes, not those practicing prostitution clandestinely. In the opinion of practically everyone who has had an opportunity for careful judgment, the numbers imported run well into the thousands each year.

For the purpose of guiding legislation, however, of more importance than statistical numbering is the collection of information regarding individual cases which show the methods of recruiting women for importation, the skill employed in evading detection by officers of the law, the measures used in exploiting to the utmost the beauty and charm of the victims, and the results of the traffic upon the women themselves and upon the community. Enough individual cases have been examined to form a basis for accurate judgment.

EXTENT OF VIOLATIONS OF THE LAW.

As before intimated, it is obviously impossible to secure figures showing the exact extent of the exploitation of women and girls in violation of the immigration act.

The annual reports of the Commissioner-General of Immigration give some indication of the extent of this illegal importation, although of course only a small percentage of the women and girls illegally entering the country are discovered and debarred at the port of entry or are afterwards apprehended and deported. These reports, however, show that during the five fiscal years, 1904 to 1908, 205 alien women were prevented from entering the United States on the ground that they were prostitutes; 9 of these women were debarred in 1904, 24 in 1905, 30 in 1906, 18 in 1907, 124 in 1908.

During the same five years 53 persons were debarred because of their connection with the business of importing women for immoral purposes; 3 were debarred in 1904, 4 in 1905, 2 in 1906, 1 in 1907, 43 in 1908. The great increase in the number of those rejected in 1908 is doubtless due to the more stringent provisions of the new law of February 20, 1907, and particularly to the greater care of the immigration officials.

According to the reports of the Commissioner-General of Immigration, 124 aliens recorded as "prostitutes and females coming for any immoral purpose," and 43 persons recorded as "aliens who procure

or attempt to bring in prostitutes or females for any immoral purpose," were debarred at United States ports during the fiscal year ending June 30, 1908. During the same period 44 aliens classed as "prostitutes and females coming for any immoral purpose," and 2 "procurers," were deported under the provision of immigration law which authorizes the deportation, within three years, of persons who have entered the country in violation of law, while 21 were deported under section 3 of the immigration act of 1907, which provides for the deportation of aliens found practicing prostitution within three years after their admission to the United States.

In 1909 a more rigorous policy was adopted by the bureau. Under an order of March 18, 1908, immigration officials, selected because of their specific qualifications for this work, were assigned to different sections of the country, with instructions to canvass actively their respective districts for aliens subject to arrest and deportation for this cause. Notwithstanding the fact that it took these officials some time to get into touch with the situation, the results were very noticeable, and in the fiscal year 1909, 128 aliens classed as "prostitutes and females coming for any immoral purpose" were deported as having entered the country in violation of law, and 133 were deported because found practicing prostitution within three years after entry, while the number of procurers deported was increased to 30.

The number of arrests made in the crusade of the immigration officials was considerably greater than the number of deportations effected, as will be noted from the following table, which covers the period January 1 to June 30, 1909:

TABLE 1.—Arrests and deportations during six months of 1909.

Month.	Arrests.	Deportations.
January.....	73	a 32
February.....	73	a 32
March.....	75	a 33
April.....	80	33
May.....	133	41
June.....	103	102

a Average.

The number of deportations is much smaller than that of the arrests, because the effectiveness of the law, so far as deportation is concerned, has been very greatly lessened by the decision of the United States Supreme Court in the Keller case,^a in which the court declared unconstitutional that part of the law under which persons were prosecuted for "harboring" alien women for immoral purposes. Naturally it is much more difficult to weave a chain of evidence about an importer or procurer than to convict a person of "harboring."

The records of the Bureau of Immigration show that more prostitutes and procurers are arrested and deported from New York than from any other port. Next in importance comes Montreal, representing the port of entry of Quebec, and then, in order, Seattle, San Francisco, San Antonio, Boston, Cleveland, Chicago, and others.

^a 213 U. S. Supreme Court, 138.

NATIONALITY.

The races or peoples most largely represented among prostitutes and procurers deported from the United States during the fiscal years 1908 and 1909 are shown in the table next presented:

TABLE 2.—*Aliens deported as prostitutes or procurers, fiscal years 1908 and 1909.*

[Compiled from reports of the United States Commissioner-General of Immigration.]

Race or people.	Prostitutes at time of entry.	Found practicing prostitution after entry.	Procurers.	Total.
Bulgarian, Servian, and Montenegrin.....	3	1	1	5
Dutch and Flemish.....	1	3	2	6
English.....	38	9	2	49
French.....	42	60	8	110
German.....	12	12	4	28
Hebrew.....	7	28	1	36
Irish.....	3	2	1	6
Italian, South.....	7	10	2	19
Japanese.....	3	13	1	17
Mexican.....	36	2	1	39
Polish.....	2	3	3	8
Scandinavian.....	2	4	2	8
Scotch.....	5	3	.....	8
All others.....	11	4	4	19
Total.....	172	154	32	358

During the period from November 15, 1908, to March 15, 1909, an agent of the Immigration Commission examined all alien women convicted in the night court of the city of New York of soliciting on the streets and of being inmates of disorderly houses. During that time 2,093 persons, of whom 581 were foreign-born, were convicted of these offenses. The following table shows the general nativity and race of those convicted:

TABLE 3.—*Disorderly house and soliciting cases in the night court of New York from November 15, 1908, to March 15, 1909.*

[This table includes those fined, held, sent to workhouse, or reprimanded.]

General nativity and race.	Number.	General nativity and race.	Number.
Native-born.....	1,512	Foreign-born—Continued.	
Foreign-born:		Italian, North.....	5
African, Negro.....	1	Italian, South.....	26
Canadian, French.....	1	Magyar.....	9
Croatian.....	1	Mexican.....	3
Danish.....	2	Polish.....	10
Dutch.....	2	Scandinavian.....	9
English.....	19	Scotch.....	4
Finnish.....	1	Slovak.....	1
Flemish.....	6	Spanish.....	3
French.....	154	Swedish.....	1
German.....	69	Total foreign-born.....	581
Hebrew.....	225	Grand total.....	2,093
Irish.....	29		

The record was kept carefully for the last month of this period, so as to be sure that the same person was not counted more than once, even though she may have been arrested and convicted several

times. This table shows the number of those convicted during this month by general nativity and race, and as indicated shows the number of different persons.

TABLE 4.—*Disorderly house and soliciting cases in the night court of New York from February 16 to March 15, 1909.*

[This table includes those fined, held, sent to workhouse, or reprimanded.]

General nativity and race.	Number.	General nativity and race.	Number.
Native-born.....	166	Foreign-born—Continued.	
Foreign-born:		Magyar.....	4
Danish.....	1	Polish.....	2
Dutch.....	1	Scotch.....	1
English.....	4	Spanish.....	1
French.....	13	Swedish.....	1
German.....	8	Total foreign-born.....	74
Hebrew.....	23	Grand total.....	240
Irish.....	9		
Italian, South.....	6		

In the case of each foreign-born person convicted an attempt was made to ascertain in what year such person came to the United States. The result of this inquiry is as follows:

TABLE 5.—*Year of last arrival of foreign-born persons convicted in disorderly houses and soliciting cases in the night court of New York during the period November 15, 1908, to March 15, 1909, by race specified.*

[This table includes those fined, held, sent to workhouse, and reprimanded.]

Race.	1908.	1907.	1906.	1905.	1904.	1903.	1902.
Canadian, French.....					1		
Croatian.....			1				
Danish.....						1	1
Dutch.....							1
English.....	1		4	1		3	
Finnish.....			1				
Flemish.....						1	1
French.....	1			17	34	28	22
German.....	1	1	2	2	4	4	3
Hebrew.....	3	2	4	7	12	19	28
Irish.....				2	1	1	3
Italian, North.....					1		1
Italian, South.....	1		1	3	4	1	1
Magyar.....	1				1	4	1
Polish.....		1		1			1
Scandinavian.....			2	1	2	1	1
Slovak.....		1					
Spanish.....					1		2
Swedish.....							
Total.....	8	5	15	34	61	63	66

TABLE 5.—Year of last arrival of foreign-born persons convicted in disorderly houses and soliciting cases in the night court of New York during the period November 15, 1908, to March 15, 1909, by race specified—Continued.

Race.	1901.	1900.	1890-1899.	1880-1889.	1870-1879.	Not reported.	Total.
African, Negro			1				1
Canadian, French							1
Croatian							1
Danish							2
Dutch	1						2
English	2	1	3	8		1	19
Finnish							1
Flemish	2			1			6
French	14	11	14	6	1		154
German	10	3	31	3			69
Hebrew	28	31	63	8		20	225
Irish	2	1	8	4			7
Italian, North		1	2				29
Italian, South	1	3	5	4			26
Magyar		1	1				9
Mexican			3				3
Polish		1	4	1		1	10
Scandinavian			2				9
Scotch			1	2		1	4
Slovak							1
Spanish	1						3
Swedish							1
Total	61	58	138	32	1	44	581

It will be noted that very few of those convicted acknowledge that they have arrived in this country within a period of three years. Such acknowledgment would of course subject them to deportation. Most of them apparently find it safer to name a period of from five to ten years. The figures are not to be looked upon as exact, but rather as indicating the knowledge of the law and of means adopted to evade it.

These figures clearly represent but a small percentage of the number of persons engaged in violating the law. This would be presumed by anyone at all familiar with the conditions, and from the nature of the business itself. The police and the social workers in the various cities all agree with this opinion.

The figures probably do indicate somewhat the nationality and race of those engaged in the business. It is also probable that they give a fairly accurate indication of the proportion of natives and aliens. They afford, therefore, some indication of the relative numbers of the nationalities and races of persons practicing prostitution on the streets of New York City; but even in this respect they are likely to be misleading, inasmuch as the number of persons brought to the court would doubtless depend somewhat upon the section of the city in which the arrests were made, and somewhat upon the skill of the persons concerned in evading arrest or in dealing with the police.

No indication is found in the data under consideration as to whether the women convicted began the practice of prostitution after they had arrived in this country or whether they were already professional street walkers before arrival.

If, however, there may be taken the opinions of the Commission's agents, secured by talking with the women, with the police, and with others familiar with the situation, it seems probable that the percentage of French women who practiced prostitution before arrival

in this country is decidedly larger than the percentage of Hebrews who have engaged in that business before coming. Apparently the activity of the Jewish procurers and pimps in seducing young girls into this life in this country is greater than that of the French, whereas the French are somewhat more willing to adopt the bolder and perhaps on the whole more profitable plan of importing women who are already familiar with the life.

THE REASONS FOR THE BUSINESS.

To the motive of business profit is due beyond question the impulse which creates and upholds this traffic. The procurers who seduce or otherwise entice the women to leave their foreign homes, the importers who assist them in evading the law or who bring them into the United States for sale, the pimps and keepers of disorderly houses who exploit them body and soul, have only profit in view. The work is strictly foreign commerce for profit.

Although very many of the girls are brought here innocent, betrayed into a slavery rigid in its strictness and barbarous in its nature, the prize offered to the victim is only that of higher wages and better economic conditions. The much greater number of women who have already been living an immoral life abroad and who come to the United States willingly to continue open-eyed the practices of their former life, come to secure higher wages, often profits ten times as great as those they have received in Europe. Even though they are subject to their pimps and have little or no opportunity to save for themselves, there is yet the opportunity for higher gains, a higher economic standard of living, an opportunity for travel, and the interest of a new environment, and perhaps at times a hope of a real betterment of conditions. But the persons chiefly responsible for the development of the traffic are not the women themselves, but the keepers of houses, the pimps, and the procurers, who live by their exploitation.

RECRUITING.

Of far greater significance than the fact that the national law concerning the importation of alien women and girls has been violated are the facts showing the methods employed and the inadequacy of the law itself to protect our country against such importation. But even before a consideration of the specific methods of evading the law, or a discussion of the system used in the exploitation of these women, it is important to understand the way in which they are recruited to enter the country or to live here in violation of law.

This recruiting is carried on both here and abroad. The procurers, with cunning knowledge of human nature, play upon the weaknesses of vanity and pride, upon the laudable thrift and desire to secure a better livelihood, upon the praiseworthy trust and loyalty which innocent girls have for those to whom they have given their affection, even upon their sentiments of religion, to get their victims into their toils; and then in the pursuit of their purposes, with a cruelty at times fiendish in its calculating coldness and brutality, they exploit their attractions to the uttermost. If the woman is young and affectionate, as often happens, the procurer makes her acquaintance, treats her kindly, offers to assist her in securing a better liveli-

hood. Her confidence and affection won, she is within his power, and is calculatingly led into a life of shame. If the procurer is a woman, the innocent girl is usually promised pleasant work for large pay.

In this connection, also, it is obviously impossible to give statistics showing whether the greater number are recruited abroad, or whether they are induced or compelled to enter the business after their arrival in the United States. In either case the methods of recruiting do not differ materially. Though in all probability many are innocent, the majority of women and girls who are induced to enter this country for immoral purposes have already entered the life at home and come to this country as they would go elsewhere, influenced primarily by business considerations. According to reports made by Marcus Braun, a special agent of the Bureau of Immigration and Naturalization, who investigated in Europe the exportation of women to America for immoral purposes, there is a practical certainty of greatly increased earnings. So far as the more degraded women in eastern and southeastern Europe—Poland, Roumania, and elsewhere—are concerned, the earnings would probably be from five to ten times as much. On the other hand, the opportunities of their securing any material share of their earnings for their own uses is no greater, possibly not so great.

With this class of women the women procurers are probably almost as successful as the men. They call the attention of the girls to the attractiveness of a voyage abroad, to the new and interesting experiences to be met with in a new country, and especially to the greatly increased earnings and the consequent opportunities to gratify their desire for luxury and display.

To the innocent girls the woman procurer offers only the inducement of work, and usually work of a menial nature, though at higher pay than that to which the girl has been accustomed at home. In one case known to the Commission a girl left her home in Europe with the consent of her parents to act as maid to the woman procurer; and there are doubtless numerous instances in which women, sometimes those of a better class, such as nurses, are offered good positions at high pay.

The investigation leads the Commission to the belief, however, that more of the recruiting of innocent young girls in Europe is done by men procurers than by women; and possibly even with women of the professional class they may be somewhat more successful, as while they can promise just as much in the way of pleasure and pay as can the woman procurer, they also probably lead the women to believe that they can assure them better protection and a greater security in the evasion of the law.

Correspondence captured in raids instituted by agents of the Commission shows some of these methods of recruiting. These letters are extremely valuable "human documents" relating to persons of the class in question. The men seem to feel affection for their families; they talk tenderly with reference to the fortunes or misfortunes of their mothers or relatives; they send polite greetings to one another and to their friends. At the same time they discuss the characteristics of the women in question with the same coolness with which they

would name the good points of a horse or a blooded dog which they had for sale. Extracts from some of the captured letters follow:^a

An absolutely new number—tall, handsome of figure and body, 20 years and 6 months old. She wants to earn money.

The brother of Antoine and Pierre, nicknamed "dealers in live stock." I do not want to ask any favors of them; they are great rascals.

A woman the like of whom you can never find; young, beautiful, most * * * and who fully decided to leave. You can well understand I gave them a song and dance. * * * Without praising her highly, she is as beautiful as it is possible to find in this world, and I hope she will serve your purpose well. * * * I will send you her photograph. Her beautiful teeth alone are worth a million.

Far more pitiful, however, are the cases of the innocent girls. A French girl seized in a raid of a disorderly house in Chicago stated to the United States authorities that she was approached when she was but 14 years of age; that her procurer promised her employment in America as a lady's maid or a companion, at wages far beyond any that she could ever hope to get in France; that she came with him to the United States, and upon her arrival in Chicago was sold into a house of ill fame.

The testimony of a girl of only 17 taken in a typical case in Seattle in 1909 shows some of the methods used in recruiting their victims by those engaged in the traffic. Flattery, promises of work, love-making, promise of marriage to a wealthy person, seduction without marriage, kind treatment for a month or two, travel with the procurer as wife, continual deception; then an explanation to the girl of the life awaiting her, which in her innocence she could not understand, experience in a house of ill fame in Montreal, Canada, personal brutality, even physical violence, being allowed not one cent of the hard-earned money; then transportation to Vancouver, to Prince Rupert, to Alaska, and to Seattle, in every city being forced to earn money in a shameful life, with total earnings of more than \$2,000, none of which she was able to retain; finally release by arrest and readiness to be deported if only the story of her shame can be kept from father and mother, sisters and brothers. This is but one of many such cases.^b

Edwin W. Sims, United States district attorney in Chicago, makes the following statement, the evidence for which is on file in his office:

The hirelings of this traffic are stationed at certain points of entry in Canada where large numbers of immigrants are landed to do what is known in their parlance as "cutting-out work." In other words, these watchers for human prey scan the immigrants as they come down the gang plank of a vessel which has just arrived and "spot" the girls who are unaccompanied by fathers, mothers, brothers, or relatives to protect them. The girl who has been spotted as a desirable and unprotected victim is properly approached by a man who speaks her language and is immediately offered employment at good wages, with all expenses to the destination to be paid by the man. Most frequently laundry work is the bait held out, sometimes housework or employment in a candy shop or factory.

The object of the negotiations is to "cut out" the girl from any of her associates and to get her to go with him. Then the only thing is to accomplish her ruin by the shortest route. If she can not be cajoled or enticed by the promises

^a See Appendix D, p. 100, for letters in full.

^b This testimony is filed in the office of the Commissioner of Immigration at Washington. A copy containing the more essential points is found in Appendix E, I, p. 102.

of an easy time, plenty of money, fine clothes, and the usual stock of allurements—or a fake marriage—then harsher methods are resorted to. In some instances the hunters really marry their victims.

As to the sterner methods, it is, of course, impossible to speak explicitly beyond the statement that intoxication and drugging are often resorted to as a means to reduce the victim to a state of helplessness, and sheer physical violence is a common thing.

Those who recruit women for immoral purposes watch all places where young women are likely to be found under circumstances which will give them a ready means of acquaintance and intimacy, such as employment agencies, immigrant homes, moving-picture shows, dance halls, sometimes waiting rooms in large department stores, railroad stations, manicuring and hairdressing establishments. The men watching such places are usually suave in manner, well dressed, and prosperous looking. They become acquainted as intimately as possible with the young aliens, then use every conceivable method of betraying them.

Many of the girls now engaged in prostitution have told agents of the Commission of the desire of procurers and disorderly-house keepers to obtain innocent young girls. They consider them particularly desirable because they have no pimp to demand a share of their earnings or to remove them from the disorderly house at will, and they will last longer, and therefore be more profitable. The proprietor of such a house will even pay a large price for such a girl. Among the papers taken from the Dufaur house, Chicago, in June, 1908, was a letter from a man in London asking Dufaur to send \$200 for the passage of himself and woman from London to Chicago, and a receipt showing that the money had been received from Dufaur. Another letter was from a woman in Brussels addressed to Mr. and Mrs. Dufaur asking if they had a place for the writer's 18-year-old sister who wished to come to America.^a Still other evidence showed that Dufaur had paid \$1,000 for an exceptionally attractive girl.

METHODS OF IMPORTATION.

To secure entries into the country contrary to law, these immoral women or the deluded innocent victims of the procurers are usually brought in as wives or relatives of men accompanying them; as maids or relatives of women accompanying them; as women entering alone, booked to friends or relatives or to a home, and representing themselves as looking for work; as wives coming to men supposed to be their husbands, or, in the case of Japanese, their proxy husbands.^b

^a These letters are on file in the office of the United States district attorney in Chicago.

^b In both China and Japan it is a well-known custom for marriage to be arranged by the parents or trusted relatives or friends of the contracting parties without the parties having seen each other before the ceremony. In fact, in many localities in certain social circles it is considered scarcely proper for the contracting parties to have had any personal acquaintance before the marriage. In Japan, if for any reason it is not convenient for both of the parties to be present at the marriage ceremony, one or both of them may be represented by a friend standing as his proxy. It is a custom for Japanese men residing in the United States thus to contract marriages with women in Japan, they sending their photographs and receiving those of their intended brides, so that they have in this way a picture acquaintance. The marriage is then consummated in Japan by a friend of the groom taking the pledges for the husband.

Many imported women are brought by way of New York. Of late, many come through Canada. On the Pacific coast, San Francisco and Seattle are the chief ports of entry.

As explained in the note, some Japanese women doubtless come to this country to meet their proxy husbands when their purposes are entirely legal and proper; but it can be readily seen how liable the custom is to abuse, and in the opinion of the immigrant inspectors a large majority of the women coming in this way are intended for purposes of prostitution. If, however, the marriage ceremony is duly performed, the officials feel that nothing more can be done. It is practically impossible to prove the intention before the fact.

Some light is shed on the methods employed by Japanese in two letters from persons in Japan to men in Portland, Oreg., in 1908, which letters are shown in Appendix F, p. 108.

Chinese women can enter this country under the law only when appearing as wives or daughters of the Chinese men who are of the admitted classes, such as merchants, students, travelers, government officials. Doubtless in many instances women are brought in as wives of members of these exempt classes and are then sold to keepers of houses. Under the conditions ruling in the Chinese quarters of our cities, such women become really slaves; doubtless in many cases they have been slaves at home. Unless they are redeemed through purchase by some man who is ready to marry them their position is practically that of permanent slavery, although theoretically they are allowed in certain instances to earn the money for the purchase of their liberty. Under the methods of exploitation followed in Chinese houses, as well as those kept by others, such self-purchase is, however, almost, if not quite, impossible.

A plan followed frequently in importing Japanese women for immoral purposes is to marry them upon their arrival to Japanese men whose status as native Americans has been established. In some instances Americans pretend to marry Japanese girls in Japan and bring them into America-as their wives. Doubtless these cases are rare.

In the majority of the cases investigated by the agents of the Commission the women imported in violation of section 3 of the immigration law traveled second class on the steamers, with the exception sometimes of Chinese and Japanese. The reasons for the selection of second-class instead of first-class passage are: First, the saving of

This marriage is legal under the Japanese law. When such a marriage has been contracted, the bride comes to America to meet her husband, whom she has known before only by reputation and whom she has seen only by photograph. It is a custom in at least several of the United States ports for the immigration authorities to require a marriage under the laws of the United States before the woman married in this way is permitted to land. Persons familiar with the Japanese law have in many instances argued that this second marriage under the laws of the United States gives no additional validity to the marriage, and that the insistence upon such a second marriage is disrespectful to a sister nation. On the other hand, the immigration authorities have felt that this, at any rate, secured a legal marriage in certain cases where, without such a ceremony, it might well be that the woman was being imported for the purposes of prostitution. To give additional security in such cases it is insisted that the husband shall be able to establish his good standing in the American city in which he lives.

expense; second, the less likelihood of detection, since their appearance would often show that they were out of place in the first cabin.

Shrewd importers do not usually bring in alien women and girls on third-class tickets, because the inspection of third-class passengers on both railroads and steamers is stricter than that of second and first class passengers, although the law is the same for all. Every alien woman entering for the first time, traveling alone third-class, booked for New York, is supposed to be detained at Ellis Island until she is called for by some relative or friend. If the relative or friend fails to appear, the woman is then often discharged to one of the immigrant homes, which assumes the responsibility of finding her friends or of assisting her to find a suitable place in which to live. If she is booked to any place outside of New York or its immediate vicinity she is seldom detained for further inquiry.

Care is usually taken to have women and girls booked to some pretended relative or friend, or other person, presumably respectable. In many instances, however, they have been booked directly to disreputable places. The examination of manifests at Ellis Island by the agents of the Commission proved that formerly many women who gave as addresses well-known disorderly houses in the city of New York had been admitted without serious difficulty, as were several women who were booked for Seattle and San Francisco, and gave addresses in the districts where prostitutes lived. Within the past year or two there has been much greater care taken in this regard.

A letter^a addressed to a member of the Commission from an employee of the Immigration Service in the Department of Commerce and Labor gives a list of 25 men and women whose baggage was sent to one of the best known French resorts—the so-called French Club, at 124 West Twenty-ninth street—although the passengers themselves were usually manifested to other places. In September, 1907, the character of the house became clearly known, and since then such manifestings have ceased. The house was broken up at the time the Immigration Commission closed its investigation.

MARRIAGE TO AMERICAN CITIZENS.

In certain cases where there seemed some doubt regarding admission, the immigration authorities have permitted women who may technically at least be subject to deportation under the law to remain in this country if they marry American citizens. In some instances the woman has been allowed to stay if she married the person to whom she was booked, even though the man was a foreigner. There is every reason to believe that this device is followed by professional prostitutes who have no intention whatever of giving up their practices or of making a home for the men whom they marry. Presumably in many such instances the man is himself a pimp, and is taking the risk of bigamy, having already been married. Some striking instances of this kind are given in affidavits taken from the last annual report of the commissioner of police of the city of New York, and printed in Appendix H, p. 111.

^a See Appendix G, p. 110.

DIFFICULTIES OF DETECTION.

It is often extremely difficult to prove the illegal entrance of either women or procurers. The inspector has to judge mainly by their appearance and the stories they tell. Two French procurers and pimps bringing girls with them were, in 1908, detained at Ellis Island because they claimed to be chauffeurs and appeared to be entering in violation of the contract-labor law. At length, however, they were allowed to land, and went direct to the French headquarters named above, telling the story to their fellow-criminals, and joking at the expense of the immigration officials.

On the Canadian border some two years ago an immigration inspector stopped by mistake the wife of a prominent citizen of one of our leading commercial cities, a woman against whose character suspicion had never been raised. The inspector was judging merely by her appearance and manner in replying to his questions. Fortunately the inspector in charge learned her name and standing before she was given the reason for her detention. An excuse was made, with a polite apology for the inconvenience caused, and she went on, not knowing why she had been stopped. If such mistakes were committed frequently the service would soon be discredited. An inspector is not likely to run the risk. The possibility of such mistakes permits almost any reasonably well-behaved woman, with some ingenuity in framing skillful answers to the usual inquiries, to enter the United States, whatever her character. The higher the social standing the woman seems to have the more cautious the inspector is about causing her unnecessary delay and trouble.

Following are given other cases showing the difficulty of discovering the prostitute, and indicating the need of attempting to follow up in many instances cases that have seemed doubtful to the immigration authorities.

In May, 1908, a French girl of 25 years came to the United States with another girl and a man. She was detained at Ellis Island for inquiry. Her testimony was much confused. In one place she said she was traveling alone, in another that she came with a man and woman, and in still another that she gave money to the man to pay her passage here. She gave her place of destination as a French hotel. When told she could not go there, she asked to be sent to the Sisters of Charity of the French Immigrant Home. She denied that she knew anybody at the French hotel, saying she got the address from a woman in Paris. One of the sisters of the French Home appeared before the board of inquiry and stated that she had talked to the girl and believed her to be of good character. The girl was then discharged. Very shortly thereafter she was arrested and convicted of soliciting in the streets.

Another case is that of Fernand B——. It was positively known that a woman called "Susan" and he arrived in the United States in October, 1907, and that they came on a French steamer. Careful inspection of the manifests failed, however, to reveal their names. Later, when the couple were arrested in Chicago, one of their trunks was seized. On it was pasted a customs label giving the date of its arrival and the name of the ship; yet an inspection of the manifest of that date failed to disclose the name B——. Correspondence

found in the trunk was under the names of B—— and B——, but even the latter name was not on the manifest. Another trunk which had been placed in the hold of the French steamer was found later with its baggage label, which was numbered. The number was looked up in a baggage manifest found at the dock where the steamer landed. Through this means it was discovered that Bocquet and the woman "Susan" came over under the name of Fournait. The inspection of a third trunk, found still later, disclosed some letters which bore this last name. It was said at the dock that these baggage manifests were not filed in America, and that it was by accident that this one had not been returned to France.

The agents of this commission attempted to trace the movements after their arrival in the United States of a number of alien women and girls. The following are typical cases:

Three Greek girls were, when entering, booked to a certain address in New York City. The number was that of a little oyster house, with vacant rooms above and no one in charge but a waiter. When this waiter was asked for the man to whom these girls were booked he said the man did not belong there, but came once in a while and sometimes received his mail there. He said he could give the man's right address and handed the agent the address of a rooming house in the heart of the "Tenderloin"—a place filled with French prostitutes and single Greek men. A French girl of 18 years of age, imported last winter, was recently found there.

Another man brought a woman and was booked to a well-known boarding house in New York City where many pimps and their women stop overnight. Upon inquiry at this house a few days later the only address of this couple that could be obtained was that of the French headquarters in Chicago.

A French girl landed in company with a man alleged to be her husband and was detained at the request of one of the immigration inspectors. The girl had every appearance of being a prostitute. Both the girl and the man were booked to Chicago to a man who kept a laundry, and who acted as interpreter and business assistant to the French pimps in Chicago. The girl was allowed to land, and two months later was found in a disorderly house in Chicago when it was raided.

DIFFICULTY OF DETERMINING MODE OF PROCEDURE.

In addition to the difficulty of detecting those who are violating the law is the difficulty of determining under some circumstances the best course of action. There was the case of a Norwegian, resident in one of our northwestern cities for seven years, who had acquired property valued at several thousand dollars and had taken out his first naturalization papers. His wife died, leaving him two young daughters. He returned to Norway, and brought back with him a young woman whom he declared he intended to marry after reaching his home in the West. At the port of entry it was discovered that the woman was pregnant. The man stated that they had not been married in Norway because of the difficulty of proving at that distance the death of his wife and of securing necessary papers. The woman, examined separately, confirmed his story throughout, and

also said that she expected to be married as soon as they reached his home. The immigration officials had to decide whether either of these parties should be debarred from landing and whether the woman was being imported for immoral purposes. The man acknowledged that he had purchased her ticket and was paying her expenses. They held that if proof could be furnished by telegraph that the man was a widower, as alleged, and apparently a respectable citizen in the community in which he lived, and if the couple would be married in the presence of the immigration authorities, they might be admitted.

Some of the correspondence captured shows the care taken by the importers in dressing their women well, in coaching the girls regarding the people to whom they are booked as relatives, and also the great care taken by the alleged relatives, on their arrival, to make their stories meet. In Appendix I (p. 112) is given such a letter, together with a copy of the examination of the case at Ellis Island. The reading of this case, in connection with the fact that the information contained in the letter had already been called to the attention of the Commissioner of Immigration at Ellis Island, would seem to show in that particular case either a notable laxity on the part of the board of inquiry or some carelessness in reporting to the board the suspicious circumstances under which the alien was coming.

In fact, the great difficulty of enforcing the law is shown by the evidence given. It would seem imperative that the immigration officials not merely question the persons concerned in the suspected cases, but also trace afterwards a certain number of cases, from time to time, in order to familiarize themselves somewhat better with the character of certain employment agencies and other places of doubtful character. The Bureau of Immigration has already taken some steps in this direction, but it would seem very desirable that at our leading ports of entry there be kept lists brought up to date of the most noteworthy houses and even of the best-known streets where the business of prostitution is conducted, not merely in New York but in a number of the leading cities of the country. Of course it would be comparatively easy to evade the law by giving still other addresses and booking the people to other near-by small towns. But the only remedy for the existing state of affairs is the possibility of lessening the extent of the evil by eternal vigilance and by the vigorous prosecution of the cases found. Its absolute eradication is hardly to be expected.

In order to test this matter of deception the agents of the Immigration Commission traced as best they could 65 alien women who arrived at New York from Europe in January, 1908. The results were as follows: Thirty were found to be living under proper conditions; 9 were traced to the address given on the manifest, but had moved; 5 could not be found, as no address was given on the manifest; 8 more could not be found, because the numbers given were not correct; 9 addresses given were tried, but the girls could not be located, the people of the house having never heard of them; 3 of the girls found were living under very suspicious conditions, namely: One Irish girl was booked to a Greek; a Russian girl was booked to a man alleged to be her uncle, but later found to be no relative of hers—the man was a typical Jew pimp, and refused to give the girl's present address; a Polish girl, 19 years of age, came with a man who married her just before she sailed, but who already had a wife in this country.

SYSTEM OF EXPLOITATION.

The strongest appeal to the instincts of humanity in every right-minded person is made by a consideration of the brutal system employed by these traffickers in every way to exploit their victims, the hardened prostitute as well as the innocent maiden. The methods probably are not essentially different in the houses of prostitution filled with American girls, or on the part of the pimps who are exploiting them, from those obtaining in houses filled with foreign girls lately imported, or among the foreign women on the streets whose knowledge of English is barely enough to enable them to give an invitation. It is probable that a somewhat larger proportion of the American girls are free from the control of a master; and yet, according to the best evidence obtainable—the stories of the women themselves and the keepers of houses—nearly all the women now engaged in this business in our large cities are subject to pimps, to whom they give most of their earnings, or else they are under the domination of keepers of houses, a condition which is practically the same. A rigid administration of the law, driving girls out of disorderly houses, depriving them of their earnings on the streets, seems at times to drive the girls for protection and care into the clutches of the pimps, who, as the price of their care, take most or all of their earnings; and thus the system of subjection to a man has become common.

As has been already intimated, the motive dominating the procurer or pimp is that of commercial profit; the first thing to be done when a woman is imported is to place her where she can make money for him quickly and plentifully. The person bringing her into the country may—

Take her with him to a lodging house or boarding house where he lives, engaging another room elsewhere where she may take men.

Put her into a disorderly house. If the house is not his own, he usually shares profits with the manager and reserves the right to remove his woman.

Sell her to the keeper of a disorderly house, or to a pimp, or to some intermediary.

Turn her over to his principal, if he has been acting merely as agent.

In the first-named case she must walk the streets and secure her patrons, who are to be exploited, not for her own sake, but for that of her owner. Often he does not tell her even his real name. She knows his haunts, where she may send him word in case of arrest, and she knows the place to which she must come every night and give him all her earnings. She must deny her importation, must lie regarding her residence, her address, and the time she has been in the country. If she tries to leave her man, she is threatened with arrest. If she resists, she finds all the men about her leagued against her; she may be beaten; in some cases when she has betrayed her betrayer she has been murdered.

It is the business of the man who controls the woman to provide police protection, either by bribing the police not to arrest her, or in case of arrest to secure bail, pay the fine, etc.; to make all business arrangements; to decide what streets, restaurants, dance halls, saloons, and similar places she shall frequent. If she is a foreigner, she is taught where to solicit, what expressions to use, where to take

her men, how much to charge, and other like information. Above all, she is compelled to learn that she must give all her earnings to her man, must receive neither protection nor help from anyone else, and especially must never betray him. As a precaution, he seldom tells her his real name, giving her only the name by which the police or his fellows know him—as “Red Sam” or “Blink.” The French have often very expressive titles, such as “Albert le Belge,” “Louis L’Escalier,” “Henri le Juif,” “Frederick le Voleur,” “George le Tête de Veau,” “Carl le Terreur des Jeunes Filles,” and “Maurice le Cocher.”

The woman is told where she can find her pimp in case of need, at club, saloon, or gambling room; and she knows, of course, the place which stands for her home. She is expected every night to give him all her earnings. In some instances she is placed under the care of a woman of experience who teaches her the trade. She is invariably warned of the danger of deportation and instructed what lies to tell if she is arrested, in order to avoid deportation.

When placed in a house she is, in some cases, kindly treated by her man and the madam under whom she works, provided she is submissive and attractive and profitable. Her earnings may be large—ten times as much in this country as in eastern Europe. She may at times earn in one day from two to four times as much as her washerwoman can earn in a week, but of these earnings she generally gets practically nothing. If she is docile and beautiful and makes herself a favorite with the madam, she may occasionally be allowed to ride in the parks handsomely dressed; she may wear jewelry to attract a customer; but of her earnings the madam will take one-half. She must pay twice as much for board as she would pay elsewhere; she pays three or four times the regular price for clothes that are furnished her; and when these tolls have been taken little or nothing is left. She is usually kept heavily in debt in order that she may not escape; and besides that, her exploiters keep the books and often cheat her out of her rightful dues, even under the system of extortion which she recognizes.

Frequently she is not allowed to leave the house except in company with those who will watch her; she is deprived of all street clothing; she is forced to receive any visitor who chooses her to gratify his desires, however vile or unnatural; she often contracts loathsome and dangerous diseases and lives hopelessly on, looking forward to an early death.

A young girl when first entering the life is very likely soon to become pregnant. Frequently, usually perhaps, abortion is performed. Otherwise she is usually compelled to continue her work as long as possible; then, after discharge from a hospital, to give her child to a foundling asylum.^a If she tries to leave her man and get legitimate work, usually he threatens her by saying that he will tell her employer what her life has been—a measure sufficient to cause the loss of her place. Sometimes he beats her. If she betrays him, sometimes he kills her. This is the history of many alien girls, some scores of whom have been interviewed by the Commission’s agents in courts, in penal institutions, and in maternity hospitals.

^a The lying-in hospital in the city of New York has an average per week of six unmarried immigrant women confined.

THE CONTROL OF THE GIRL.

The control of the man over his girl is explained in part by her real affection for him (in many cases he is her first lover), by the care which he gives her, by the threats which he makes against her, by even his brutality, and often beyond that there are many things that serve to make her condition helpless and hopeless. An innocent girl often revolts bitterly against the life and refuses to submit until compulsion is used. Then for a considerable length of time the man finds it necessary to watch her carefully until at length she is "broken in"—the technical expression. After that, if she tries to escape, he may apply for aid to almost any other pimp in any city in the United States. These men are constantly traveling; they frequent the same clubs, and are in close correspondence. If she has been seen by other men they make a business of remembering her, and her photograph, in case of escape, would be sent to other places. Not only do they wish to help one another, but they wish also to impress upon their own women the difficulties and danger of attempting to escape. It frequently appears as if the police made little effort to assist the girls; for in many cases it is their business to know every prostitute who comes to town, and they doubtless would be called upon if the girl felt that they would be of assistance. Instead of being able to rely on police protection, the girls are usually threatened with the police by their pimps and sometimes they are arrested and punished on some false complaint. Not only the keepers of disorderly houses, but even saloon keepers and the keepers of the "hotels" patronized by people of this class, naturally side with the men. All the women known by the girl are either unwilling or powerless to help her. Moreover, the alien woman is ignorant of the language of the country, knows nothing beyond a few blocks of the city where she lives, has usually no money, and no knowledge of the rescue homes and institutions which might help her. If she has been here long enough and has learned, through suffering, to become resourceful, possibly how to keep secretly a little money for herself, she has often become so nervously weakened, so morally degraded, that she can not look beyond to any better life, and apparently even loses desire for any change.

According to those best informed, a very large proportion of the pimps living in the United States are foreigners. Arrests made during the investigation of men violating section 3 include the following nationalities: Egyptian, French, Chinese, Belgian, Spanish, Japanese, Greek, Slavic, Hungarian, Italian, and Russian. The French, as a rule, import women of their own nationality. The Jews often import or harbor Russian, Austrian, Hungarian, Polish, or German women, doubtless usually of their own race. The Japanese import their own women and apparently seldom harbor others, while the Chinese import their own women, but frequently harbor Americans also.

There has been much talk in the newspapers of a great monopolistic corporation whose business it is to import and exploit these unfortunate women, trafficking in them from country to country. The Commission has been unable to learn of any such corporation and does not believe in its existence. Doubtless the importers and pimps have a wide acquaintance among themselves, and doubtless in many instances

they have rather close business relations one with another; and inasmuch as all are criminals, anyone escaping arrest can naturally appeal to another anywhere in the country for protection. Even a pimp whom he has never seen will give him shelter if he comes with a proper introduction. There are two organizations of importance, one French, the other Jewish, although as organizations they do not import. Apparently they hate each other; but their members would naturally join forces against the common enemy.

In several cities there are French headquarters—that is, a meeting place where the French importers, procurers, and pimps congregate, receive their mail, transact business, drink, gamble, and amuse themselves in other ways. Through these mutual acquaintanceships, sustained by common interests and a knowledge of their common affairs, they assist one another in the business. Sometimes small groups of individuals are organized to assist one another for a time, each going abroad in turn to send or bring girls into the United States. One combination discovered was formed of a fugitive from justice in Paris, a man in Seattle, and another in Chicago, the man in Paris supplying girls to the Northwest through Seattle and Chicago. Six of the foreigners deported from New York for violation of section 3 of the immigration act during the period of the investigation had criminal records abroad. One had been a convict for murder in a French penal colony.

There are large numbers of Jews scattered throughout the United States, although mainly located in New York and Chicago, who seduce and keep girls. Some of them are engaged in importation, but apparently they prey rather upon young girls whom they find on the street, in the dance halls, and similar places, and whom, by the methods already indicated—love-making and pretenses of marriage—they deceive and ruin. Many of them are petty thieves, pickpockets, and gamblers. They have also various resorts where they meet and receive their mail, transact business with one another, and visit. Perhaps the best-known organization of this kind throughout the country was one legally incorporated in New York in 1904 under the name of the New York Independent Benevolent Association.^a

As stated in their certificate of incorporation, the objects were benevolent, providing for a weekly payment to sick members and for burial. They had a cemetery lot in Flatbush where members were buried. According to the information received, the main object of the association was to assist its members, many of whom were keepers of disorderly houses, pimps, or procurers, in carrying on their business, and especially in defeating the law. When one was arrested for committing a crime, money was raised to assist him. Money was raised also for protection fees. Although the organization did not import women, many of its members did. They had regular meetings in New York City for the transaction of business, but their members were widely scattered, even as far as Victoria and Vancouver. The following is a copy of a printed card sent to members to attend the funeral of a well-known prostitute who had been murdered.

^a The Commission has a copy of the articles of incorporation of this association which would in themselves give no inkling of the nature of the corporation. The information has been secured in part from Jews who have themselves been active members of the association.

Talk among the pimps and prostitutes in resorts in the neighborhood in the presence of one of the Commission's agents showed that the people of her class believed that she had been murdered because she had discarded her pimp.

NEW YORK INDEPENDENT BENEVOLENT ASSOCIATION.

BROTHER: You are requested to attend the funeral to our deceased sister, Katie Polta, which will take place on Wednesday, April 15, 1908, at 1 o'clock sharp, from the morgue, Twenty-sixth street.

For not attending, \$2 fine.

By order of the president:

J. SCHLIFKA, Secretary.

The procurers and pimps of other nationalities are fewer in number, and the Commission has not discovered regularly organized clubs among them, although doubtless they have their meeting places. There seem to be a number of Italian pimps scattered throughout the country who are apparently vicious and criminal, and some of them seem to be more feared by their women than are pimps of other nationalities.

THE WOMEN IN THE HOUSES.

When the alien woman does not live with her man nor solicit upon the streets, she usually becomes an inmate of a disorderly house, often being placed there by her man who himself receives her share of her earnings. In the house she undergoes, of course, the same treatment as that which the native woman receives, with even less opportunity of defending herself, because of her lack of knowledge of the language and the customs of the country. This ignorance and her lack of friends make it practically impossible for her to escape. Her street clothes are often taken from her and locked up. Her jewelry is taken and not returned. The clothes supplied her can be used only in such a house. The money received from her customers is given to the manager of the house, she receiving a check for each dollar turned in. In most of the establishments discovered the woman was allowed to believe that she was credited on the books of the house with one-half of her earnings. If she was under the control of the proprietor, that remained to her credit. If she was placed there by a pimp, her share was regularly paid to him.

From her one-half of her earnings are taken: The cost of importing and procuring her, her living expenses, physician's fees and medicines, fines, and her clothing for house wear.

For all these items she is charged exorbitant rates. Her share, therefore, with these items deducted, is sometimes small. Usually the keeper plays also upon her vanity if she wishes to go out of the house, supplying her with street clothes at exorbitant prices, with jewelry, and with money for spending, so as to keep her always in debt to the house, even though she is making a large sum of money. Usually these women have not the gift of saving. They are not businesslike and can be readily kept in debt. They are made to believe often that if they escape without payment they will be captured, exposed, and arrested; and they are beaten, and threatened, sometimes with murder, if they attempt to escape.

One girl swears that she was scared, slapped, threatened with arrest, and even with murder; that they kept all her money, never giving her any. She states further that all her letters from her mother were opened; that she had no clothes; that none were bought for her; that they took her jewelry, worth some \$1,500, and never returned it; and that they had frightened her so that she told an inquiring policeman that she was well treated.^a

In many cases the inmate of a disorderly house, like the prostitute who lives with her pimp, becomes so weakened and degraded that she has no desire to lead a respectable life thereafter. In Appendix J, p. 116, are printed several letters seized in raids upon these houses or handed to our agents, which show clearly the workings of the system.

Mr. Harry A. Parkin, assistant United States district attorney in Chicago, makes the following statement, based upon evidence filed in the Chicago office:

In one of the recent raids a big Irish girl was taken and held as a witness. She was old enough, strong enough, and wise enough, it seemed to me, to have overcome almost every kind of opposition, even physical violence. She could have put up a fight which few men, no matter how brutal, would care to meet. I asked her why she did not get out of the house, which was one of the worst in Chicago. Her answer was:

"Get out! I can't. They make us buy the cheapest rags, and they are charged against us at fabulous prices; they make us change outfits at intervals of two or three weeks, until we are so deeply in debt that there is no hope of ever getting out from under. Then, to make such matters worse, we seldom get an accounting oftener than once in six months, and sometimes ten months or a year will pass between settlements, and when we do get an accounting it is always to find ourselves deeper in debt than before. We've simply got to stick, and that's all there is to it."^b

Besides statements made by the women themselves to agents of the Commission, many similar instances come to the notice of prosecuting officers wherever such cases are brought before them. In the note following is an affidavit from the assistant district attorney in Chicago covering several of these statements made to him:

STATE OF ILLINOIS, *County of Cook, ss:*

Harry A. Parkin, being first duly sworn, on oath deposes and says that he is an assistant United States attorney for the northern district of Illinois; that during the month of June, 1908, he was assigned to Edward W. Sims, United States attorney for said district, to assist him in the so-called "white-slave" investigations; that as part of his duties he has examined many keepers and inmates of houses of prostitution; that from statements made to him it is safe to say that at that time it was the practice in very many houses of prostitution in Chicago to compel the inmates to purchase their clothing from the keepers of the respective houses or through them of some particular merchant; that the prices charged for such articles were approximately three or four times the actual market value of the respective articles. That upon several occasions girls have exhibited certain wearing apparel to him which they said they had purchased from the keepers of the houses of which they were inmates, and have told him the prices paid for the same. These articles included stockings which would sell in the open market for not to exceed 75 cents per pair, and which the girl stated she had paid for at the rate of \$3 per pair; that

^aThis evidence was secured from the United States district attorney in Chicago.

^bStill other cases of a similar nature are printed in Appendixes K and L, p. 118. The proof of these statements is in part filed in the office of the United States district attorney in Chicago and is partly on the authority of one of the Commission's agents.

shoes worth from \$2.50 to \$3.50 per pair were charged against the girls at from \$7 to \$8 per pair; that house wrappers or kimonos worth not to exceed \$4 to \$5 were charged at \$12 to \$15.

HARRY A. PARKIN.

Subscribed and sworn to before me this 7th day of September, A. D. 1909.

WILLIAM A. SMALL,

Notary Public in and for Cook County, Ill.

Illustrative of the unspeakable brutality manifested in deception, threats, physical cruelty, even to the extent of criminal assaults, and in the demands for submission to degrading practices even worse than that of ordinary prostitution, is the testimony printed in Appendix E, II, p. 104, taken in Seattle from an alien woman subject to deportation under section 3 of the immigration act. While the case is itself of a type that is not frequent, still it is typical. The original is on file in the Department of Commerce and Labor. Not merely is it in itself complete in description, but all the inspectors and attorneys connected with the prosecution were of the opinion that every statement made by the witness was strictly true.

PROFITS OF THE TRAFFIC.

In naming the business of importing women the "white-slave traffic," the public has instinctively indicated the fact that the business is maintained for profit. It is probably no exaggeration to say that if means can be devised of stripping the profits from it the traffic will cease.

While many thousands of people are making a good living out of this business, it would be too much to say that large fortunes are derived directly from it. The large sums, frequently though not regularly made, are often quickly squandered in gambling and dissipation. The belief that a single corporation is largely controlling this traffic in the United States is doubtless a mistake. The number of women imported by any one person or organization is probably quite limited. It has been estimated by United States District Attorney Sims that one man engaged in the traffic, who forfeited two bonds of \$25,000 each for himself and wife, was probably worth some \$87,000. So far as can be learned, he was the wealthiest of the importers in Chicago at the time of the investigation there. He was also a disorderly-house keeper and probably derived the largest profits from the use of his girls rather than from selling them; his profits might have been large, although probably not so great, if his girls had been native-born American instead of imported.

The rules governing the profits from the prostitution of women living in the United States in violation of section 3 of the immigration act are those governing the profits in any business in that—

A woman is worth to her procurer the price for which he sells her, less the cost to him of recruiting and importing her.

A woman is worth to the pimp, or disorderly-house keeper (where he is also her procurer), the amount of her earnings less (a) the cost of importing or recruiting her, or her purchase price; (b) the cost of her support; (c) the expenses of the business.

The data secured as to the amounts made in the business show that profits vary with the locality where the traffic is carried on, with fluctuations in social, financial, and political conditions, with

the personality of the alien, and with the nationality and business ability of her exploiter.

To guard against the sensational beliefs that are becoming prevalent, it is best to repeat that the agents of this Commission have not learned that all or even the majority of the alien women and girls practicing prostitution in the United States in violation of the immigration act were forced or deceived into the life; that they have not learned that all who entered the life unwillingly or unknowingly are desirous of leaving it; and they have not proved that alien women as a class are more quickly degraded than native women, though from their ignorance of the language and customs they are at times less able to guard themselves. Moreover, since in Europe the feeling regarding sexual immorality is much less pronounced than in the United States, the women presumably in many instances have not the consciousness of degradation from their fallen condition that in some instances causes the American girl her keenest suffering.

They have learned that a large number of alien women and girls are being imported (sometimes unwillingly, but usually willingly) into the United States and distributed throughout the several States for the purposes of prostitution; that alien women and girls in considerable numbers have been so deceived or taken advantage of by procurers that they have found themselves in conditions which practically forced them into practicing prostitution; and that all of those engaged in the exploitation of these alien women or girls use every means of degrading them in order to keep them in the life as long as they are able to earn money.

Often the lure to the woman is evidently not more in the amount of money made than in the apparent ease and excitement of making it. Even the smallest profits made in the exploitation of women are, however, sufficient to tempt the man who is willing to be supported by a woman's shame in order that he may be free to drink or gamble, and to tempt the woman who has no desire to earn an honest livelihood.

It is obvious that the qualities required for the securing of these profits are the daring and shrewdness of the criminal rather than the energy and industry necessary for success in a legitimate business.

THE PRICE OF GIRLS.

It is, of course, impossible to state any regular price that is paid for girls, or the regular expenses of importing and placing them. The traffic is largely individual with both the importer and the girl, and the cost varies materially.

The expressions "buying girls," "selling girls," etc., also vary in meaning. In order to test the assertions frequently made regarding the ease with which girls could be "bought" at employment agencies for such purposes or could be secured through employment agencies for work as servants in disorderly houses, agents of the Commission applied to certain employment agencies, asking for girls to work in disorderly houses. Girls were delivered by employment agencies to a room hired for the purpose of making the test, for the payment of a \$5 fee or even less; but in cases like this the employment agent is in no proper sense "selling" the girl. He is simply paid a fee for his work as an agent, though he is doing a vile business.

On the other hand, testimony shows that when an importer sells a girl to a disorderly-house keeper or to a pimp, and frequently into what is practically slavery, he often receives \$500, and in certain cases twice or three times that sum, an amount sufficient to cover the expense to which he has been put in securing the girl, his own expenses, and a substantial profit. The following affidavit gives a specific instance of this kind:

STATE OF ILLINOIS, *County of Cook, ss:*

_____, first being sworn on oath, deposes and says that during the months of October, November, and December, 1908, and January and February, 1909, he was employed as a special investigator by the Immigration Commission; that as part of his duties he investigated the purchase and sale of women for immoral purposes in Chicago and elsewhere, with particular reference to women of French nationality; that in these investigations statements were made by a certain keeper of a house of prostitution in Chicago that for a certain French girl named Marcelle he had paid the sum of \$1,000; that for a certain French girl named Mascotta, who was an inmate of his house, he had paid the sum of \$500 and a like sum for another girl whose name he does not remember; that a certain girl named Lillie, also a French girl, was sent from Chicago to Omaha and sold to a keeper of a house of prostitution in that city for the sum of \$1,400.

Deponent further says that Louis Paint, now an inmate of the penitentiary at Atlanta, Ga., stated to deponent that he had received the sum of \$800 for two girls whom he brought from Paris, France, to Chicago and sold to a keeper of a house of prostitution in Chicago; that thereafter he was sent by the same keeper to Paris again and given \$2,000 with which to procure four additional girls; that these girls were procured in Paris, brought to New York, but that they were there stopped by the immigration inspectors and the procurers arrested.

Deponent further says that he has talked with other keepers and procurers for houses of prostitution and that it is not an extraordinary thing to pay such prices for French women; that \$500 is the ordinary price for a French prostitute when delivered in America, and that this price was stated to have been received by a certain procurer whenever he brought a French prostitute to Chicago.

Subscribed and sworn to before me this _____ day of September, A. D. 1907.

Different still is the work of a man who as an agent lures a girl into a house where she is overpowered, or who, by false stories of profit and perhaps promise of marriage, seduces the girl and then delivers her in her misfortune into the hands of a keeper of a house of prostitution. Work of this kind is done sometimes for sums as low as \$15. This, again, may be quite different from a sale into practical slavery, because the girl may in many cases leave the house if she can make a friend outside or has enough independence of disposition to assert herself.

In the investigation of Japanese procurers it was learned that Japanese girls could be secured in Seattle to be taken to houses in Chicago or New York for \$400 each, with the understanding that if several girls were taken at one time the price would be somewhat less. One Japanese procurer wished to have a specific contract, and the girls were to understand that they must work out the prices that were paid for them.* Japanese girls are frequently placed in houses where their customers are men of any nation. Chinese girls on the contrary, with very rare exceptions, are placed in houses patronized only

* See Appendix N, p. 123, for correspondence and affidavit on this subject.

by Chinese. Moreover, owing in part to the small number of Chinese women in the United States, and in part to the difficulty of importing Chinese women on account of the Chinese-exclusion act, the prices paid for them range from \$2,000 to \$3,000, or even more. It is but natural that the importer or purchaser, as a consequence, takes all precautions to lessen the likelihood of his financial loss.

The success or failure of the business depends in large measure upon whether there is a rigid or a lax enforcement of the law. When in New York City, under Police Commissioner Bingham, a determined effort was made to close the houses, the complaints throughout the tenderloin and other disreputable districts were many and loud. Business was poor, fines were frequent and heavy. In consequence, girls by the hundreds were taken or sent by their exploiters to other cities. The agents of the Commission saw in Chicago, Salt Lake City, Ogden, and elsewhere, girls of whom they had not known in New York, and who stated that they had left New York on account of the poor business there. When the rigid enforcement of the law relaxes, the news spreads with wonderful rapidity, and the statement that the city is "wide open" means the flocking back of this element from other States, and an increased tendency toward the violation of the laws of importation.

In shifting girls from one State or one city to another, it is customary for the disorderly-house keeper who is to receive a girl to advance her transportation. The girl has then to make money enough to pay back this loan and her own expenses. If the girl has a pimp, the balance must be sent to him.

All concerned in the exploitation of immigrant women under the system above described seem to share the profits, except the immigrant girl herself. Although she earns the money at enormous cost to her, she is rarely able to retain anything.

Briefly stated, the distribution of the profits derived from the services of alien women in the United States, in violation of section 3 of the immigration act, is directly to the procurer, importer, purchaser, pimp, or disorderly-house keeper, the receivers of fines and license fees, and sometimes the police, and indirectly to the landlords, boarding-house keepers, restaurant keepers, the police, saloon keepers, physicians, and keepers of other establishments.

During the month of October, 1908, over \$5,000 was paid into the police fund in Seattle, Wash., as fines by prostitute women—each woman being fined \$10 a month. A large proportion of these women were aliens. The same custom obtains in many cities.

As a result of the work of this Commission in its investigation into violations of section 3 of the immigration act, fines and forfeited bail were paid into the United States Treasury, through the United States district attorney at Chicago, amounting to \$125,000. The pity of it is that the money to pay the fines had been earned not by the worst criminals but by their exploited victims.

INTERSTATE AND LOCAL CONDITIONS.

The importation and exploitation of alien women is doubtless affected very materially by local conditions, economic and administrative. The agents of the Commission learned, for example, that

whereas formerly the city of Buffalo was a considerable center for the importation of women from Canada, under the existing administration the laws against the practice of prostitution were so rigorously enforced that that city was no longer a desirable port of entry. In consequence, when women were brought across from Canada at that port, they generally did not stop in the city but went immediately beyond to some interior point.

At the time of the Commission's investigation in New York it was almost impossible for the procurers to find a satisfactory place in any house of prostitution for a woman imported in violation of section 3. The reason for this was that many houses were closed because of raids and fear of investigation; that those still remaining open were run on a small scale, so that the demand for girls was light; and that the houses, especially those where aliens were formerly placed, were continually raided. The effect of this activity upon the houses was that many of the most notorious keepers, especially Frenchmen, had left the city, and were doing business in the cities of the West, where the dangers were not so great; that nearly all of the alien women brought to New York were living with their pimps instead of in disorderly houses; and that a large proportion of these aliens were soliciting on the street rather than remaining in the houses. All of these practices tended to affect quite decidedly the custom of importation, if not its extent.

The continual raiding of the houses in the so-called "tenderloin" and other well-known districts had beyond question scattered the practice of prostitution from these houses into tenement houses and small apartment houses throughout the city.

Some of the clubs at which the procurers stopped on their travel to and from Europe still remained open. One of the best-known was raided as a result of the investigation made by the Commission, and several hundred letters were found there addressed to procurers and pimps throughout the country, letters which had apparently come from all parts of the world. Most of them mentioned facts which indicated that the business between the correspondents constituted a violation of the immigration law.

It is, of course, difficult to prove by specific cases the relation of the police to this traffic and to establish by specific evidence the fact generally accepted that the girls and disorderly-house keepers regularly pay the police for protection; but high police officials, prosecuting officers, and social workers in all quarters assert that in many, if not all, of our large cities much corruption of this kind exists. Most of the girls questioned on this point by the Commission's agents said that payments were made to the police to insure their protection from too frequent arrests. It is, of course, a violation of the law for the police to demand or receive such money; but, according to the persons interviewed, the woman who did not pay for protection was frequently arrested, while the woman who did pay was only arrested when the policeman must "make good" at headquarters. When the women understood this situation they did not complain. When a police officer, a plain-clothes man, was shifted, he naturally felt obliged to make arrests. Under the circumstances he would, of course, arrest the women to whom he was under no obligations. When a house of prostitution was raided, the police usually

did not bring the woman practicing prostitution to court. They arrested instead the woman ostensibly managing the house. The real proprietor is comparatively seldom found within reach of arrest, although he pays the fine and furnishes bail.

The women arrested for practicing prostitution or for soliciting on the streets and brought into the magistrate's court in New York City soon learned to know, or their men did for them, the temper of each magistrate. For example, they knew that one magistrate would release all women without fines, another would place them on probation, a third would send them to the workhouse, a fourth would fine them \$2, and a fifth would invariably fine them \$10. It was a matter of common knowledge when a certain magistrate would be sitting. The severe judge had few cases—women paid more to the police or kept out of sight when he was holding court—and the lenient one had his court room filled every evening. In the latter case women were arrested frequently, sometimes twice in one month. It was a common occurrence for women to be placed on probation, even though they had previously served several times in the workhouse. So quickly were cases disposed of that many women within ten minutes after being brought into the court were placed on probation and had disappeared, not to be heard from until the next time they were arrested. Sometimes from 50 to 100 of these cases were disposed of in one night.

Any investigation of local conditions is unsatisfactory, because the exploitation of women in a given locality at any particular time is controlled by financial, political, and social conditions. The men and women who exploit women for purposes of prostitution are quick to note, even to anticipate, changes in these conditions and to adjust their business to them. Therefore the pimps, the disorderly-house keepers, and the prostitutes controlled by them move frequently from place to place, being actuated by fear of arrest, or by the hope of making large profits.

In Appendix M, p. 121, are given a number of letters which make clear the points here indicated.

RESULTS OF THE TRAFFIC.

This importation of women for immoral purposes has brought into the country evils even worse than those of prostitution. In many instances the professionals who come here have been practically driven from their lives of shame in Europe on account of their loathsome diseases; the conditions of vice obtaining there have even lowered the standard of degradation of prostitution formerly customary here. Unnatural practices are brought largely from continental Europe, and the ease and apparent certainty of profit have led thousands of our younger men, usually those of foreign birth or the immediate sons of foreigners, to abandon the useful arts of life to undertake the most accursed business ever devised by man. This traffic has intensified all the evils of prostitution which, through the infection of innocent wives and children by dissipated husbands and through the mental anguish and moral indignation aroused by marital unfaithfulness, has done more to ruin homes than any other single cause.

Of those women who are already prostitutes when they enter the country, a very large percentage are diseased.

Those who are not physically diseased when they enter the life usually soon become so. This means suffering and a shortening of life to them and the transmission of the disease to others. The best experts in this field have no hesitancy in saying that as a source of physical degeneration alone these diseases are to be guarded against even more than tuberculosis, typhoid, or any other of the infectious diseases. While these diseases are common with all prostitutes, those coming from abroad, contrary to law, are new sources of infection.

The economic loss, from this shortening of life and from the expenditure of the large sums of money in all the multifarious ways of vice, which can not be considered even indirectly productive economically, but which rather are mere waste from practically every point of view, is great.

It is unnecessary to comment on the ruinous influence of prostitution upon domestic and social life, or on its horrible effects which come alike to the guilty and the innocent. But the horrors of the evil are accentuated and its practices made more terrible in their results by the importation of women for purposes of prostitution, with its attendant system of brutal degeneracy and cruel slavery. The women who come into the country innocent, and are placed in this business, either against their will or otherwise, enter upon a life of such physical ills and moral degradation that relatively few find it possible to regain any status of respectability or comfortable living. Here and there the agents of the Commission have found one and another who have been rescued from the slavery, others who have gladly abandoned the life, and a few who have married, but these cases are rare. The usual history is one of increased degradation until death.

Both from the investigation of the Commission and from those of the Bureau of Immigration and Naturalization, it is clear that there is a beginning, at any rate, of a traffic in boys and men for immoral purposes. The same measures employed for the restriction of the traffic in women should be applied with even greater rigidity, if possible, in the case of men.

The need of checking this importation is urgent. The vilest practices are brought here from continental Europe, and beyond doubt there have come from imported women and their men the most bestial refinements of depravity. The toleration with which continental races look upon these evils is spreading in this country an influence perhaps even more far-reaching in its degradation than the physical effects which inevitably follow the evils themselves.

SOME TANGIBLE RESULTS OF THE INVESTIGATION.

It has been a source of satisfaction to the Commission to know that while the purpose of the investigation was primarily to secure a knowledge of conditions on which to base legislation, nevertheless it was possible so to use these facts that justice could be meted out to some of the nefarious offenders and results be secured of substantial value in correcting evil conditions which have been discovered. In many instances when information had been secured it was necessary to delay the presentation of the facts to the prosecuting officers in order to prevent the checking of the progress of the investigation

which would have resulted from a discovery of the Commission's agents by the criminals. Later, however, both to test the reliability of the evidence secured and to bring offenders to justice as soon as it could be properly done, the evidence was laid before the proper officials in order that they might institute proceedings. In the city of New York one of the most unscrupulous and successful importers and harborers, as the result of information supplied by the Commission, plead guilty and was sentenced to prison, while several other cases were prosecuted by the district attorney, resulting in the breaking up of the houses and the discontinuance of the business, even though in two or three instances, in spite of favorable charges by the presiding judge, conviction was not secured on account of disagreement of the jury.

In Seattle a score or more of arrests were made and prosecutions instituted with which the Commission's agents had a more or less close connection, while in Chicago the United States district attorney, Edwin W. Sims, goes so far as to give credit to the agents of the Commission for the remarkable success of numerous prosecutions instituted by him on their information. In a letter to a member of the Commission Mr. Sims says:

DEPARTMENT OF JUSTICE,
OFFICE OF UNITED STATES ATTORNEY, NORTHERN DISTRICT OF ILLINOIS,
826-833 Federal Building, Chicago, February 3, 1909.

In compliance with the suggestion that I furnish you with a statement of the work done by the United States attorney's office at Chicago, in connection with the prosecution of violations of section 3 of the act of July 1, 1907—the so-called "white-slave law"—I have the honor to state:

Reports of numerous violations of this law were first made to this office early in 1908 by slum workers and the members of charitable and humane organizations which labor in the red-light districts. As a result of preliminary investigations which I caused to be made, I reached the conclusion that the law was being violated on an extensive scale. Accordingly, in May, warrants were sworn out for the arrest of eight or ten keepers, charging them with the detention of alien girls. Notwithstanding the fact that this office exercised every precaution to keep the proposed arrests secret, the matter in some way leaked out, and when the deputy United States marshals went to the Twenty-second street district to make the arrests, all of the parties wanted had mysteriously disappeared. After making some ineffectual attempts to locate these parties, I reached the conclusion that without some specially trained force it would be practically impossible, with the regular force of the office, to secure successful results.

It was at this stage of the proceedings that you called at the office and advised me that you were in a position to turn over to me information which had been collected by the agents of the Immigration Commission, and also that the agents of the Commission, who were at that time collecting data and information in this district, would turn the same over to us to aid us in the prosecutions. I found that the information which had been collected by the agents of the Commission was exactly what we wanted, and acting on it a few days later we made several raids, which resulted in a large number of arrests. Since that time, largely as a result of the information which has been furnished us by the agents of the Commission, we have made other arrests and have prosecuted a number of cases to a successful conclusion.

From what I know of the situation I am convinced that the prosecutions have had a most salutary effect, at least in this district. Of a large number of persons who a few months ago were actively engaged in the importation of alien women and girls for immoral purposes, some are serving sentences of imprisonment, others have forfeited bail and fled, and reliable information which comes to me is to the effect that no inconsiderable number have become so frightened at the prosecutions that they have abandoned their practices, left the city, and gone into other business.

It is also clear that the prosecutions have resulted in greatly reducing the number of alien women harbored in the establishments in the Chicago red-light

districts. Information in my possession is to the effect that a considerable number of them have returned to the country whence they came, while others have gone to other States in the United States.

I think I may safely say that the prosecutions we have conducted have resulted in effectually breaking up the traffic in alien girls, at least in this district and for the time being. I have been informed by those who are in position to know that as the result of the prosecutions instituted the value of the establishments in the Chicago red-light districts have depreciated 50 per cent. In addition to a number of establishments which have been closed a considerable number have changed hands. These transfers show that the consideration was much less than the going price of such concerns one year ago.

In this connection I want to express to you my appreciation of the assistance which has been furnished by the Immigration Commission. The information and data furnished us and the assistance given to us by the special agents of the Commission were invaluable. The cooperation of the Commission made possible the institution and successful prosecution of many of the cases brought in this district. I have always felt that without the aid which the Commission was able to give us it would have been impossible for us to have accomplished what has been done.

The cases instituted in this district and the results to date in each case are as follows:

Alphouse and Eva Dufaur; six indictments for harboring six alien women; bail fixed at \$25,000; bail forfeited; defendants supposed to have fled to France; place of business in this city abandoned. Our information is to the effect that owing to sacrifices in the disposition of their property, made necessary by their hurried departure, the Dufaur's were put to an expense, including the forfeited bail, of about \$80,000. The Dufaur's are supposed to have been among the leading French importers in the United States.

August Duval and Marie Duval were the proprietors of a French restaurant and hotel which was supposed to have been used as a rendezvous for French importers and alien women brought to this country; fined \$1,000 and \$100 and costs, respectively, on plea of guilty to conspiracy. They have closed up their hotel, disposed of their property, and, I am advised, have returned to France.

Fernand Bocquet, indicted for harboring with the Dufaur's and Duvals; fined \$100 and costs.

Henry Lair, indicted for importation and harboring, found guilty on a plea of *nolo contendere*; sentenced to two years in the penitentiary at Fort Leavenworth and to pay a fine of \$2,500. The testimony in the Lair case showed that, in addition to having an agent permanently stationed in Paris, he, each year, sent agents abroad for the purpose of procuring girls. He had establishments in Chicago and San Francisco, making his headquarters at the latter place. The girls who were imported as a result of his activities were distributed at various points in the United States from New York and San Francisco.

Lucienne D'Arville (Mrs. Harry Lair), indicted as an accomplice of Lair; fined \$100 on plea of guilty.

Joseph Oschner, indicted for harboring German girl; tried, convicted, and sentenced to two and a half years in the Leavenworth Penitentiary and to pay a fine of \$2,500.

Joseph Keller, indicted for harboring Hungarian girls; tried, convicted, and sentenced to eighteen months at Fort Leavenworth Penitentiary and to pay costs.

Louis Ullman, indicted for harboring Hungarian girls; tried, convicted, and sentenced to eighteen months at Fort Leavenworth Penitentiary and to pay costs.

B. H. Markel, alias Barney Markel, in business with Keller and Ullman; evaded arrest and fled. We are advised that he is now in South Africa. The proceedings against Keller, Ullman, and Markel resulted in the closing up of two establishments in the South Chicago districts.

Joseph Bolar, indicted for harboring Hungarian girls; sentenced to thirty days in the house of correction on a plea of guilty. As a result of Bolar's conviction, the place previously operated by him at South Chicago has been closed. Others who were in business with Bolar evaded arrest and fled.

Sol Rubin, indicted for harboring Canadian girl; tried, convicted, and sentenced to nine months in the house of correction and fined \$25.

Louis Rosenblum, indicted with Rubin for harboring Canadian girl; fined \$400 and sentenced to the house of correction for one day on a plea of guilty.

Matilda Stern, indicted for harboring a French-Canadian girl; tried, convicted, and sentenced to sixty days in the house of correction and to pay a fine of \$250.

Joseph Michel, alias "Michel, the Mysterious," sentenced to two weeks in the house of correction and fined \$2,000 and costs on a plea of guilty to an indictment charging him with harboring French girls. The establishment operated by Michel and his wife was closed up and Michel has gone east and entered legitimate business.

Mariette Michel, indicted in connection with Joseph Michel; sentenced to two days in the house of correction and fined \$500 on a plea of guilty.

Andrew Wiborg, tried and convicted for harboring a Danish girl; sentenced to forty-one days in the Cook County jail. The establishment operated by him closed as the result of his conviction.

Barney Rubin, fined \$200 on a plea of guilty charging him with harboring Hungarian girl.

Morris Rothstein, fined \$200 on a plea of guilty charging him with harboring Hungarian girls.

Rosie Baum, sentenced to ten days in the Cook County jail on a plea of guilty to indictment charging her with harboring Hungarian girl. The establishment operated by her was closed as the result of her conviction.

Isaac Cooperman, tried and convicted of harboring a Canadian girl. Served six months in the county jail.

Isaac Aronson, sentenced to sixty days in the house of correction on a plea of guilty.

Rosie Markel, sentenced to one week in the house of correction and fined \$200 and costs on plea of guilty.

Victor Malezan, indicted for harboring Bohemian girl; case not yet tried.

There are also pending in the district three indictments against parties for harboring, who have evaded service.

At the time of the imposition of most of the sentences shown above, the court took into consideration the fact that in many instances the defendant had already spent five or six months in jail in default of bail.

Very truly, yours,

EDWIN W. SIMS,
United States Attorney.

An interesting fact in this connection is that in one case alone the district attorney collected in forfeited bail and fines enough money to pay twice over the cost of the Commission's entire investigation of the subject.

RECOMMENDATIONS.

Owing to the difference between the European and American views regarding prostitution, cooperation for the suppression of the white-slave traffic can be expected from most of the European nations only along certain lines. Most European countries are rigid in their regulations regarding the procuring for purposes of prostitution of minor girls or of any women by means of fraud and deceit. Women who are of age, however, and who enter the business of their own accord are not interfered with. From continental countries where these conditions exist practically no cooperation could be expected to prevent the sailing of professional prostitutes to the United States. They probably would cooperate to prevent the seduction of minors or the fraudulent or forcible exportation of their women. In the main, however, the United States Government must rely upon its own officials for the prevention of this traffic.

In view of the conditions shown in the preceding report, it is clear that the recommendations made should be of two kinds:

First, those which have to do with the administrative work of the Department of Commerce and Labor, particularly of the Bureau of Immigration and Naturalization.

Second, those requiring new legislation.

In the judgment of the commission the Secretary of Commerce and Labor would do well to make the following administrative changes or to insist upon more rigid enforcement of existing regulations:

1. In carrying out the provisions of the treaty made with the leading European Governments concerning the white-slave traffic, as well as in the administration of the law excluding from this country alien criminals, there should be attached to our embassies in some of the most important countries, especially France, Great Britain, Germany, Austria, Hungary, and Italy, a special agent with authority to employ assistants who work in conjunction with foreign governments; first, in the way of securing information which might assist in the deportation of criminals and prostitutes found here; second, in the way of furnishing information which might lead to the prosecution in foreign courts of aliens for crimes committed either here or abroad, especially for inducing women to enter upon an immoral life and go to the United States to engage in immoral practices.

2. The Secretary of Commerce and Labor should direct the special agent of the Department of Commerce and Labor, who would work in foreign countries under his immediate direction, to secure information not only regarding ordinary criminals, but also regarding prostitutes or young women who are presumably being taken to the United States for immoral purposes. Such information should be in most cases given in advance to the steamship companies, so as to prevent the sailing of such persons. Provided such persons do sail, information should be furnished our immigrant officials in advance of their landing.

3. Government agents on the steamer, whose duty it is to enforce the immigration laws, should likewise be instructed to give especial attention to passengers presumably connected with the white-slave traffic.

4. Record of the maiden name of an alien woman booked as a wife, as well as the address of the nearest relative or friend of the wife, should be set out in the manifest.

Comment.—Inspection of manifests revealed the fact that seldom any record is made of the maiden name of the young alien women booked as wives, nor is any address given of their relatives or friends in their own country, and that girls have been imported for immoral purposes whose record failed to show their own addresses, or the names and addresses of their relatives or friends, the absence of which prohibited any inquiry in their own country.

5. At the chief ports of landing the matrons, as well as the members of the board of inquiry before whom cases that are presumably connected with the white-slave traffic come, should be appointed with especial reference to their ability to detect and deal with such cases.

Comment.—Our investigations show that the matrons at some of our ports say that it is not possible for them to recognize either procurers or prostitutes when they land. Of course, identification can not be certain, but persons familiar with people of this type would, in most instances, be able to see whether special

care should be taken in the investigation of such cases before landing.

6. Doubtful cases of young alien women at ports of landing should be held until detailed inquiry can be made regarding the persons to whom they are to be discharged and regarding the places to which they are to be sent.

Comment.—It has been noted that persons are frequently discharged to people who are working in conjunction with procurers, and that sometimes little care had been taken to determine relationships between the passenger and the person to whom the passenger is discharged. Similar carelessness has often been shown with reference to the place to which the young woman is sent, the place at times being a resort well known to the police of the cities in question.

7. Every effort should be made to secure the fullest cooperation among the immigration officials at the different ports at which most criminals and prostitutes arrive.

Comment.—At present cooperation among some ports seems very complete. Inasmuch, however, as the persons deported frequently return very shortly to another port, this cooperation should be made as complete as possible.

8. The right should be given to every inspector assigned to such duty to arrest on sight any alien woman found practicing prostitution, and also any alien man who appears to be living upon her earnings or who is supporting or harboring her for immoral purposes.

Comment.—The hiding of the girls and the shifting from one city and State to another makes it very difficult to keep track of an immigrant girl practicing prostitution. Often the delay in obtaining a warrant results in the failure to find the girl when the department is ready to make the arrest.

The Commission recommends that the following changes be made in the immigration laws:

1. That section 3 of the immigration act of February 20, 1907, be amended by removing the limitation of three years after the date of landing within which the prostitute or procurer must be found.

Comment.—The evils of the traffic are ordinarily not lessened with the length of time the criminal or prostitute remains in the country.

2. All persons violating the act who have been debarred or deported, if they later return to and attempt to enter the United States, should be declared guilty of misdemeanor and should be punished by imprisonment for not more than two years, and at the expiration of such term be deported.

Comment.—Under our present regulations deported prostitutes return frequently and make further efforts to enter the country, often continuing until they succeed. A penalty would probably prevent these attempts in many cases. The reentry of women once deported is apparently an easy matter. Many of

them return again through the port of New York, and some enter by way of Boston, New Orleans, and Quebec. The deportation of a woman is by no means a safeguard against her returning. Many deliberately state that they will return. One prostitute has been deported several times upon information given by a man who several years ago imported her, and to whom she had become a nuisance rather than a source of income. Very frequently the fact that the girl is a prostitute is made known by some man who wishes to be rid of her. Within the month of December, 1908, a French importer, living in San Francisco, offered \$500 to anyone who would bring about the deportation of a girl that he had imported two years previous, because he heard that she had intended to testify against him. Another man, whose girl had been sent to the workhouse for six months, stated to one of the agents of the Commission that he intended to have her deported at once so that she would be freed of her imprisonment and enabled to return to ply her trade in a much shorter time than if she were allowed to serve her sentence.

3. The penalties of perjury should be inflicted upon those taking false oath regarding the circumstances connected with these crimes.

Comment.—It is understood that under some of our laws, e. g., the Chinese exclusion act and immigration act, the penalty of perjury is not imposed for taking a false oath. Clearly, if perjury is to be recognized and punished as a crime, it should be recognized and the penalty imposed in these circumstances.

4. The burden of proof regarding the date and place of landing should be placed upon the alien, if those facts are needed.

Comment.—Under the regulations of the Bureau of Immigration, under ordinary circumstances, the burden of proof has rested upon the bureau to prove the date and place of landing. Generally speaking, no hardship would be imposed upon the criminals or prostitutes in question if they were compelled to state the time and place of landing, although under the law as amended this will generally not be necessary. The present rule in many cases defeats absolutely the purpose of the law. The new ruling would very seldom, if ever, be any hardship to any innocent person.

5. The keeping or management of any house of prostitution by an alien, or the taking of all or part of the earnings of any prostitute, should be sufficient cause for deportation of such alien.

Comment.—While the regulations regarding prostitution are ordinarily matters of state legislation, it would seem entirely fitting for the Federal Government to forbid to aliens certain acts injurious to the country under penalty of deportation if they were committed. This seems a case in point.

6. Steamship companies should be required to take back from whence they came all debarred or deported passengers in the same class of passage in which they came to this country.

Comment.—Under present circumstances it will often pay a steamship company financially to take the risk of bringing over a criminal or prostitute first or second class, taking the risk of their deportation, since if they can be returned to their own country at steerage rates a profit will be made. This possibility of securing a profit from criminals and prostitutes who are deported should be removed.

7. Cases should be prosecuted in the district where evidence is most readily secured.

8. The legislatures of the various States should be asked to enact laws requiring the detention of every alien woman convicted under the state laws of practicing prostitution, and further providing for the notification of the Department of Commerce and Labor of such cases, in order that immediate steps may be taken for the deportation of such women.

Comment.—The difficulty of locating a girl convicted of prostitution when she has been discharged, paroled, or fined suggests the advisability of this enactment.

9. The transportation of persons from any State, Territory, or District to another for the purposes of prostitution should be forbidden under heavy penalties.

10. The legislatures of the several States should consider the advisability of enacting more stringent laws regarding prostitution. It is suggested that the Illinois statute regarding pandering be carefully considered.

APPENDIXES.

- A. SECTION 3, IMMIGRATION LAW OF 1907.
 - B. THE WHITE SLAVE TRAFFIC ACT.
 - C. AGREEMENT BETWEEN THE UNITED STATES AND OTHER POWERS
FOR THE REPRESSION OF THE TRADE IN WHITE WOMEN.
 - D. LETTERS TAKEN IN RAIDS.
 - E. PARTIAL TESTIMONY IN TWO SEATTLE CASES.
 - F. LETTERS AND AFFIDAVIT.
 - G. LETTER TO MEMBER OF IMMIGRATION COMMISSION.
 - H. AFFIDAVITS FROM REPORT OF COMMISSIONER OF POLICE, NEW YORK.
 - I. THE GIUSEPPINA PASQUALINA CASE.
 - J. LETTERS SHOWING WORKINGS OF THE SYSTEM OF EXPLOITATION.
 - K. EXTRACT FROM STATEMENT BY UNITED STATES DISTRICT ATTORNEY
SIMS.
 - L. AFFIDAVIT OF AGENT OF THE IMMIGRATION COMMISSION.
 - M. LETTERS.
 - N. LETTERS AND AFFIDAVIT.
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APPENDIX A.

SECTION 3, IMMIGRATION LAW OF 1907.

[Approved February 20, 1907.]

SEC. 3. That the importation into the United States of any alien woman or girl for the purpose of prostitution, or for any other immoral purpose, is hereby forbidden; and whoever shall, directly or indirectly, import, or attempt to import, into the United States, any alien woman or girl for the purpose of prostitution, or for any other immoral purpose, or whoever shall hold or attempt to hold any alien woman or girl for any such purpose in pursuance of such illegal importation, or whoever shall keep, maintain, control, support, or harbor in any house or other place, for the purpose of prostitution, or for any other immoral purpose, any alien woman or girl, within three years after she shall have entered the United States, shall, in every such case, be deemed guilty of a felony, and on conviction thereof be imprisoned not more than five years and pay a fine of not more than five thousand dollars; and any alien woman or girl who shall be found an inmate of a house of prostitution or practicing prostitution, at any time within three years after she shall have entered the United States, shall be deemed to be deported as provided by sections twenty and twenty-one of this act.

APPENDIX B.

THE WHITE-SLAVE TRAFFIC ACT.

AN ACT To further regulate interstate and foreign commerce by prohibiting the transportation therein for immoral purposes of women and girls, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the term "interstate commerce," as used in this act, shall include transportation from any State or Territory or the District of Columbia to any other State or Territory or the District of Columbia, and the term "foreign commerce," as used in this act, shall include transportation from any State or Territory or the District of Columbia to any foreign country and from any foreign country to any State or Territory or the District of Columbia.

SEC. 2. That any person who shall knowingly transport or cause to be transported, or aid or assist in obtaining transportation for, or in transporting, in interstate or foreign commerce, or in any Territory or in the District of Columbia, any woman or girl for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent and purpose to induce, entice, or compel such woman or girl to become a prostitute or to give herself up to debauchery, or to engage in any other immoral practice; or who shall knowingly procure or obtain, or cause to be procured or obtained, or aid or assist in procuring or obtaining, any ticket or tickets, or any form of transportation or evidence of the right thereto, to be used by any woman or girl in interstate or foreign commerce, or in any Territory or the District of Columbia, in going to any place for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent or purpose on the part of such person to induce, entice, or compel her to give herself up to the practice of prostitution, or to give herself up to debauchery, or any other immoral practice, whereby any such woman or girl shall be transported in interstate or foreign commerce,

or in any Territory or the District of Columbia, shall be deemed guilty of a felony, and upon conviction thereof shall be punished by a fine not exceeding five thousand dollars, or by imprisonment of not more than five years, or by both such fine and imprisonment, in the discretion of the court.

SEC. 3. That any person who shall knowingly persuade, induce, entice, or coerce, or cause to be persuaded, induced, enticed, or coerced, or aid or assist in persuading, inducing, enticing, or coercing any woman or girl to go from one place to another in interstate or foreign commerce, or in any Territory or the District of Columbia, for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent and purpose on the part of such person that such woman or girl shall engage in the practice of prostitution or debauchery, or any other immoral practice, whether with or without her consent, and who shall thereby knowingly cause or aid or assist in causing such woman or girl to go and to be carried or transported as a passenger upon the line or route of any common carrier or carriers in interstate or foreign commerce, or any Territory or the District of Columbia, shall be deemed guilty of a felony and on conviction thereof shall be punished by a fine of not more than five thousand dollars, or by imprisonment for a term not exceeding five years, or by both such fine and imprisonment, in the discretion of the court.

SEC. 4. That any person who shall knowingly persuade, induce, entice, or coerce any woman or girl under the age of eighteen years from any State or Territory or the District of Columbia to any other State or Territory or the District of Columbia, with the purpose and intent to induce or coerce her, or that she shall be induced or coerced to engage in prostitution or debauchery, or any other immoral practice, and shall in furtherance of such purpose knowingly induce or cause her to go and to be carried or transported as a passenger in interstate commerce upon the line or route of any common carrier or carriers, shall be deemed guilty of a felony, and on conviction thereof shall be punished by a fine of not more than ten thousand dollars, or by imprisonment for a term not exceeding ten years, or by both such fine and imprisonment, in the discretion of the court.

SEC. 5. That any violation of any of the above sections two, three, and four shall be prosecuted in any court having jurisdiction of crimes within the district in which said violation was committed, or from, through, or into which any such woman or girl may have been carried or transported as a passenger in interstate or foreign commerce, or in any Territory or the District of Columbia, contrary to the provisions of any of said sections.

SEC. 6. That for the purpose of regulating and preventing the transportation in foreign commerce of alien women and girls for purposes of prostitution and debauchery, and in pursuance of and for the purpose of carrying out the terms of the agreement or project of arrangement for the suppression of the white-slave traffic, adopted July twenty-fifth, nineteen hundred and two, for submission to their respective governments by the delegates of various powers represented at the Paris conference and confirmed by a formal agreement signed at Paris on May eighteenth, nineteen hundred and four, and adhered to by the United States on June sixth, nineteen hundred and eight, as shown by the proclamation of the President of the United States, dated June fifteenth, nineteen hundred and eight, the Commissioner-General of Immigration is hereby designated as the authority of the United States to receive and centralize information concerning the procurement of alien women and girls with a view to their debauchery, and to exercise supervision over such alien women and girls, receive their declarations, establish their identity, and ascertain from them who induced them to leave their native countries, respectively; and it shall be the duty of said Commissioner-General of Immigration to receive and keep on file in his office the statements and declarations which may be made by such alien women and girls, and those which are hereinafter required pertaining to such alien women and girls engaged in prostitution or debauchery in this country, and to furnish receipts for such statements and declarations provided for in this act to the persons, respectively, making and filing them.

Every person who shall keep, maintain, control, support, or harbor in any house or place for the purpose of prostitution, or for any other immoral purpose, any alien woman or girl within three years after she shall have entered the United States from any country, party to the said arrangement for the suppression of the white-slave traffic, shall file with the Commissioner-General of Immigration a statement in writing setting forth the name of such alien woman or girl, the place at which she is kept, and all facts as to the date of

her entry into the United States, the port through which she entered, her age, nationality, and parentage, and concerning her procurement to come to this country within the knowledge of such person, and any person who shall fall within thirty days after such person shall commence to keep, maintain, control, support, or harbor in any house or place for the purpose of prostitution, or for any other immoral purpose, any alien woman or girl within three years after she shall have entered the United States from any of the countries, party to the said arrangement for the suppression of the white-slave traffic, to file such statement concerning such alien woman or girl with the Commissioner-General of Immigration, or who shall knowingly and willfully state falsely or fail to disclose in such statement any fact within his knowledge or belief with reference to the age, nationality, or parentage of any such alien woman or girl, or concerning her procurement to come to this country, shall be deemed guilty of a misdemeanor, and on conviction shall be punished by a fine of not more than two thousand dollars, or by imprisonment for a term not exceeding two years, or by both such fine and imprisonment, in the discretion of the court.

In any prosecution brought under this section, if it appear that any such statement required is not on file in the office of the Commissioner-General of Immigration, the person whose duty it shall be to file such statement shall be presumed to have failed to file said statement, as herein required, unless such person or persons shall prove otherwise. No person shall be excused from furnishing the statement, as required by this section, on the ground or for the reason that the statement so required by him, or the information therein contained, might tend to criminate him or subject him to a penalty or forfeiture, but no person shall be prosecuted or subjected to any penalty or forfeiture under any law of the United States for or on account of any transaction, matter, or thing, concerning which he may truthfully report in such statement, as required by the provisions of this section.

Sec. 7. That the term "Territory," as used in this act, shall include the district of Alaska, the insular possessions of the United States, and the Canal Zone. The word "person," as used in this act, shall be construed to import both the plural and the singular, as the case demands, and shall include corporations, companies, societies, and associations. When construing and enforcing the provisions of this act, the act, omission, or failure of any officer, agent, or other person, acting for or employed by any other person or by any corporation, company, society, or association within the scope of his employment or office, shall in every case be also deemed to be the act, omission, or failure of such other person, or of such company, corporation, society, or association, as well as that of the person himself.

Sec. 8. That this act shall be known and referred to as the "White-slave traffic Act."

Approved, June 25, 1910.

APPENDIX C.

AGREEMENT BETWEEN THE UNITED STATES AND OTHER POWERS FOR THE REPRESSION OF THE TRADE IN WHITE WOMEN.

ARTICLE 1. Each of the contracting governments agree to establish or designate an authority who will be directed to centralize all information concerning the procreation of women or girls with a view to their debauchery in a foreign country; that the authority shall have the right to correspond directly with the similar service established in each of the other contracting states.

ART. 2. Each of the governments agree to exercise a supervision for the purpose of finding out, particularly in stations, ports of embarkation, and on the journey, the conductors of women or girls intended for debauchery. Instructions shall be sent for that purpose to the officials or to any other qualified persons, in order to procure within the limits of the laws all information of a nature to discover a criminal traffic.

The arrival of persons appearing evidently to be the authors, the accomplices, or the victims of such a traffic will be communicated in each case, either to the authorities of the place of destination, or to the interested diplomatic or consular agents, or to any other competent authorities.

ART. 3. The governments agree to receive in each case, within the limits of the laws, the declarations of women and girls of foreign nationality who surrender themselves to prostitution, with a view to establish their identity and their civil status and to ascertain who has induced them to leave their country. The information received will be communicated to the authorities of the country of origin of said women or girls, with a view to their eventual return.

The governments agree, within the limits of the laws, and as far as possible, to confide temporarily and with a view to their eventual return the victims of criminal traffic, when they are without any resources, to some institutions of public or private charity, or to private individuals furnishing the necessary guaranties.

The governments agree also, within the limits of the laws, to return to their country of origin such of said women or girls who ask to be so returned or who may be claimed by persons having authority over them. Such return will be made only after reaching an understanding as to their identity and nationality, as well as to the place and date of their arrival at the frontier. Each of the contracting parties will facilitate their transit over its territory.

Correspondence relative to the return (of such women or girls) will be made, as far as possible, through direct channels.

ART. 4. In case the woman or girl to be sent back can not herself pay the expenses of her transportation and she has neither husband nor relations nor guardian to pay for her the expenses occasioned by her return, they shall be borne by the country in whose territory she resides as far as the nearest frontier or port of embarkation in the direction of the country of origin, and by the country of origin for the remainder.

ART. 5. The provisions of the above articles 3 and 4 shall not infringe upon the special conventions which may exist between the contracting governments.

ART. 6. The contracting governments agree, within the limits of the laws, to exercise, as far as possible a supervision over the bureaus or agencies which occupy themselves with finding places for women or girls in foreign countries.

ART. 7. The nonsignatory states are admitted to adhere to this present arrangement. For this purpose they shall notify their intention through diplomatic channels, to the French Government, which shall inform all the contracting states.

ART. 8. The present arrangement shall take effect six months after the date of the exchange of ratifications. In case one of the contracting parties shall denounce it, that denunciation shall take effect only as regards that party, and then twelve months only after the date of said denunciation.

ART. 9. The present arrangement shall be ratified and the ratifications shall be exchanged at Paris, as soon as possible.

In faith whereof the respective plenipotentiaries have signed the present agreement and thereunto affixed their seals.

Done at Paris the 18th of May, 1904, in single copy which shall be deposited in the archives of the ministry of foreign affairs of the French Republic, and of which one copy, certified correct, shall be sent to each contracting party.

Signed by the representatives of the Governments of Germany, Belgium, Denmark, Spain, France, Great Britain, Italy, the Netherlands, Portugal, Russia, Sweden, Norway, and the Swiss Federal Council.

APPENDIX D.

LETTERS TAKEN IN RAIDS.

I.

The following letters, taken in various raids instituted by agents of the Immigration Commission, describe methods of recruiting.

[Translation.]

PARIS, May 5, 1907.

MY DEAR ALBERT: At last I have succeeded in getting your address, and I hasten to write to you, not to ask anything from you, but in the first place to get the news as well as that of your woman. I notice that you have forgotten your old friend, for you had my address at Bay, but never write to me. That is

sufficient rebuke. I will write you now, so you may tell me what I must do in order to leave here with an absolutely new number, tall, handsome of figure and body, 20 years and 6 months old; she wants to earn money. At present I can not buy her any new clothes, therefore she is earning nothing. For a week she entered rue St. Apoline, five days at rue Hanover, with the same result, no go; for it is evermore the old inmates who get along when there are good patrons. Since then misery has been upon us, for I found a birthday certificate, by means of which I succeeded in getting her into these houses, but fate left a red mark on her, so that in good houses she is refused. A red mark means that she has been in prison; however, she wants to do all she can to succeed. Since you are connected with houses over here, I rely upon you for giving me directions as to what I must do in this case, for I am sure she will do anything she sets her heart on in your country.

Do you know Matilda that lives in New York, the former woman of Philippe, the brother of Antoinie and Pierre, nicknamed "the dealers in live stock?" I do not want to ask any favors of them. They are great rascals. I learn at the same time that you were with Coco Bory. Give him my best regards.

In my next letter I will inform you of the misfortune that came to me with regard to my brother. For the past seven months my boy has been in Switzerland. I await your answer with impatience.

EMILE DETEINDRE,
———, Paris.

(Envelope: Monsieur Jean Cassardi, New York, Amérique du Nord.)

II.

[Translation.]

DEAR FRIEND: I take pleasure in sending you news of myself, which at the moment is most excellent.

The first time I did not have much chance to send you the woman as soon as I received your letter, because I could not attend to it myself personally, but after what we have agreed upon with Napoleon, I can assure you that I have found a woman the like of whom you can never find; young, beautiful, and most ——, and who fully decided to leave. You can well understand I gave them a song and dance. She frequents the Café ——, and, without praising her highly, she is as beautiful as it is possible to find in this world, and I hope she will serve your purpose well. As matters stand at the present moment, I could send her by the first mail steamer, so as soon as you get this letter send me the ticket or the money. If you wish, I will send her under her own name. She has all her papers, and if you send her the ticket, send it under the name of Napoleon's wife, 34 years old.

Now, my dear friend, you tell me to be very serious. You must understand that these are not matters to make light of. On the contrary, nobody knows anything about it except Napoleon, who you very well understand must be informed about it. You know that for mine and your own personal interest that I must keep this matter absolutely quiet. I will send you her photograph. Her beautiful teeth alone are worth a million. Now, my dear friend, answer me as soon as you have received my letter so that I may know what to do. Then, I have another one, but she has left for a few days and gone to Avignon; therefore, dear friend, if you decide that we do business together, it behooves you to let me know as soon as possible.

I will not detain you any longer, but will shake hands most cordially.

Your friend for life,

BAPTISTIN.

Answer soon Accept regard of Napoleon, as well as his family.

APPENDIX E.

PARTIAL TESTIMONY IN TWO SEATTLE CASES.

I.

Q. State now, in brief, your life history from the time you left your parents until your arrest.

A. I left my home, _____, November 1, 1906, for Paris, to work at No. _____, for a lady named _____; my father and my mother saw me to the train. I have one brother, _____, aged 20; one sister, _____, aged 22, and another sister, _____, aged 15. The oldest sister is working in Paris, and the youngest is still at home.

To explain how it came that I got here, I must tell you from the beginning; how I met Emil Chaillet, or, as he calls himself now, Ernest Beretzi, the man who ruined me.

While I was employed in a delicatessen store two men called to buy something and left. I met them again on the street some time later, and they asked me to be allowed to accompany me home, which I refused. Next time they met me they took me to a café and treated me. They told me they knew a man who was looking for girls to do some kind of work which paid better money than I was getting at the store, but they would not tell me what kind of work it was. They also told me that the man was very rich and asked me how I would like to marry a rich man. I told them I would like to see him first. They asked me to go with them, but I declined. They called again at the store and bought some citrons. They could not speak to me, as Mrs. _____, the lady for whom I then worked, was there. About an hour later they sent me a message to come to a certain place on the street, saying they had something for me. After my work was done I went to the designated place and met three men—the two I had met before and a third one, who was Emil Chaillet. I met him then for the first time. This was about the middle of July, 1908. I was then just 17 years old. They took me to a café and treated me, after which we all went to the hotel where Chaillet lived, and the two men whom I met first left me with Chaillet. He induced me to accompany him to the hotel, promising to marry me and to make me very happy. He told me to write to the folks that I had gone away from Paris for fear they might look for me. I never saw the two men that I met first after that, and I never learned their names. Emil Chaillet told me that he never knew them—they never used their right names among themselves. He induced me to go with him and stay with him, promising to make me very happy, as I said before. I asked him how he would make me so happy, and he told me he would marry me, so I went with him to the hotel and stayed with him ever since. I was not even allowed to go back for my clothes or let anyone know where I was.

At first he treated me very kindly for about a month while I lived with him; then he told me he would put me in a place where I could make plenty of money, but did not say how. He told me that we were going to America, but I did not know where.

We left Paris during the first days of September, 1908, arriving a Montreal September 21. I traveled with him as his wife, but what name I had as a married woman I do not remember; he gave so many different names I don't believe I could remember all of them. He gave Beretzi at most places, but not at Liverpool. We traveled second class, as man and wife. He would not allow me to speak to anybody. We passed the immigration officers at Quebec as man and wife, but I did not know what name he used; they asked me my maiden name; I gave Pimet, and that I came from Switzerland.

The first time he told me about the kind of business I was to do was on the boat from Liverpool, but I was so young—I was only 17—I did not understand what it meant. He explained all about it; how they lived in houses of prostitution; but I had no idea about what it really meant, even after his explanation. I was helpless. I could not tell my misfortune to anybody. I was afraid he might do me some harm.

When we arrived at Montreal we stayed there one day and then he placed me in a house of prostitution, where I went under the name of _____. I stayed there seven months. Emil Beretzi, as he calls himself, lived at _____. I used to do business there also. Then he had another place at _____, and I had to go to his place after I was through with business and he compelled me.

to give him every cent of my earnings—my shameful earnings—which I had to do, as I was very much afraid of him. He once blackened my eyes in Montreal because I went to the theater with another girl and did not practice prostitution. He was not satisfied with the money I made practicing prostitution, but forced me to become a street walker. While doing this I was arrested by the Montreal police and put in jail one month, which was in March, 1909. It was because Beretzi was afraid that both he and I would be arrested if I continued to practice prostitution in Montreal that he took me to Alaska.

We left Montreal on the 17th or 18th of April, 1909. Upon arrival at Vancouver, British Columbia, he put me in a house, the third door from the corner; I don't know the number; it was not far from the wharf. I was sick then—I had an abscess on my neck—and he could not compel me to do any business because my neck was swollen. From there we left for Port Essington, British Columbia. From there we went in a small boat to Prince Rupert, where we stayed one day. From there we took the *City of Seattle* for Skagway, and from there to Fairbanks, Alaska.

When we arrived at Fairbanks we were met by a man named Edward Jalabert, who told us that some women told the immigration officers about us and that we were liable to be arrested, and advised us to go away. We all went to Fifth avenue, to Edward Jalabert's place, where two men came. One was Gus Bovard, an elderly man with grayish hair, whom Beretzi knew a long time ago. Gus traveled with Beretzi together to China and to Russia. We stopped at the Pioneer Hotel only one night, and he took me the next morning on the boat to Tanana, he fearing arrest. He told me he was taking me to Seattle to practice prostitution, as the exposition was on there and that I could make as much money there as in Fairbanks by prostitution.

While we were together at Fairbanks with the three other men, who also lived off the earnings of fallen women, there was a discussion as to what they should do with me—whether to put me in a crib to practice prostitution or not—and finally decided, as I told you, to take me to Seattle. We arrived at Tacoma—I don't remember the date—and had to wait there for some time for a boat, and we were arrested at Tacoma. I believe it was July 3, 1909, and from there you know what happened.

I am very anxious to return to my father and mother and my sisters. I shall never return to this terrible life again. This man, Emil Chaillet, or Beretzi, or, as he called himself in Vancouver, Auberson, or whatever his name is, actually kidnapped me. I had no idea what awaited me. The men who first met me actually sold me to Chaillet, as he later told me himself that he gave them some money for bringing me to him.

I make this truthful statement in every particular, with the understanding that my poor father and mother would not be informed of my misfortune, disgrace, and downfall, and I beg you to send me home and not to tell them anything about me. They are old, and it would break their hearts to know this.

Emil Chaillet asked me to have my little sister, who is 15 now, to come to him, and that he would put her in the same horrible life he did me, but I protested and would not consent to it.

Since Chaillet put me in a house of prostitution at Montreal I have earned more than \$2,000, but he kept all that money; he forced me to give the money to him.

Q. On what steamer did you arrive in Canada, at what port, and from what country?

A. I arrived in Canada September 21, 1908, in Montreal, with Beretzi, as his wife; I think it was the steamer *Manitoba*, from Liverpool.

Q. When did you leave Montreal?

A. About April, 1909; then came to Vancouver, British Columbia; stayed there about three months, and from there came to Ketchikan and Skagway and Fairbanks, Alaska.

Q. What were you doing in Montreal?

A. Practicing prostitution all the time.

Q. Do you wish to make any further statement?

A. No; I have nothing further to state. I have told you the truth in this case.

Q. In accordance with the laws of the United States you may be deported to France, and if you have any reasons to show why you should not be deported you may do so now.

A. I have no objection to the decision of deportation to France; I want to go back to my father and mother, sisters and brothers, but I do not wish to let them know the life I have been leading here.

II.

Q. What is your full name?

A. Marie S——.

Q. How old are you?

A. Twenty-five years.

Q. Are you still a German subject?

A. Yes.

Q. Never been married?

A. No.

Q. What occupation did you have in Germany?

A. First I was four years a trained nurse in Germany, then I went to France and was a governess for one year, and after that I came home and assisted running the house.

Q. Where are your parents?

A. In ——, Prussia, and also my four brothers.

Q. When did you first leave Europe for the United States?

A. On the 29th of September this year; I left Bremerhoffen on the steamship *Kaiser Wilhelm II*, on the same day as Marie G——.

Q. Who is this Marie G——?

A. I do not know her except that I became acquainted with her on board the ship; I do not know her parents.

Q. Where were you going when you left Germany?

A. I wanted to go to Rochester, N. Y., in company with my friend, Katie H——, and was a friend of my mother's, and she frequently visited us, and I had the intention of coming to America; and on one of these occasions she told me if I wanted to come with her I could.

Q. Where did you go when you landed in New York?

A. We went to the Hotel ——, in Hoboken.

Q. Who went with you to the —— Hotel?

A. Marie G——, Mr. Kalt S——, and his brother, and Miss Eliza W——, a girl that Marie G—— brought over with the intention of taking her along with her.

Q. Where did you see Eliza W—— last?

A. Eliza W——'s brother came to the hotel in Hoboken, took her downstairs, had a conversation with her, and probably induced her to go with him, though I was not present at the conversation, because she took her things away and went with her brother. Marie G—— had prepaid her ticket to Seattle, although she told me it was for California; the following day Marie G—— was quite indignant at Eliza's going away, took the ticket away from her, went to the office and had it transferred to my name.

Q. What is the name and address of the brother of Eliza?

A. I do not know; Marie G—— has it.

Q. How did you come to fall in with Marie G——?

A. On my way to Bremerhoffen in the train Marie G—— happened to be in the same compartment. Marie G—— asked whether I was going to America. She asked me all about myself and my family. Had I suspected the nature of her mission I would not have confided anything to her. She told me that she worked very hard around the camps in America as a cook, and also her sister and her husband. The nature of the work that she claimed to have done seemed to me almost impossible for a woman, but she was so emphatic that I believed her. She told all of us that she had to drive for hours sometimes to get water for the camp where she worked, although I doubted it, but I heard so much that I really did not pay any further attention to it after all. She told me that she was a respectable married woman and owned a house in Los Angeles, Cal., and said that she just made a visit to Germany and was going back to Los Angeles, Cal., to join her husband.

Q. What was the name of this husband that Marie G—— spoke of?

A. She gave her name as Marie G—— at the ticket office on the ship, and I naturally thought her husband's name was G——.

Q. On the ship did Marie G—— ask you to go with her to California?

A. No.

Q. Where did she first extend the invitation to you to accompany her?

A. When we arrived at Hoboken my friend from Rochester, N. Y., Katie H——, took sick, an operation was performed on her at Hoboken, and the doctor advised her to remain there some time before proceeding to her home in Rochester. I was alone, did not know the language, and didn't know what to do, and I am not sure whether Marie G—— asked me to accompany her;

but since Marie G—— had told me that she was a respectable married woman, owned a house, and was going to join her husband in Los Angeles, Cal., I thought it quite natural to ask her if she could not assist me in obtaining a position. She willingly consented. She knew I had no money, and as Eliza's brother took Eliza away, she changed that ticket and asked me to come with her to Los Angeles, Cal. I was of the opinion that we were going to Los Angeles, Cal., and did not think that we were going to Seattle, because Marie G—— had led me all the way to believe that we were going to California. I did not know we were going to Seattle until after we landed here. The same day that we arrived in Seattle she mentioned to me that she was short of money; that we would probably have to stay in Seattle until we had sufficient money to continue the voyage. Marie G—— received \$100 in Hoboken and twice on our way West she received \$50 each time.

Q. From whom did she get that money?

A. She told me the first \$100 came from her sister, and that her sister was well off and married; the second time she told me that she had telegraphed for \$50 to a good friend of hers, and how she obtained it the third time I do not know.

Q. When Marie G—— asked you to accompany her, what did you expect to do, what kind of work?

A. I understood either as a nurse, as a governess, or as a domestic.

Q. Did Marie G—— say that she would get you that kind of work?

A. Yes; she said that there was plenty of work and it would be easy here to get a position; she said; "I will be good to you; we will remain together good friends."

Q. When did you reach Seattle?

A. I do not know the exact date, but we were five or six days on the way. In Chicago we remained over night; Marie G—— knew I had no money, and already on the way out she began to treat me rather harshly. The ticket I traveled on was in Eliza W——'s name, and I repeatedly asked her to ask the conductor whether it would be all right, but she always answered me gruffly and said I could stay in Chicago, knowing very well I did not have a cent of my own.

Q. When you reached Seattle with Marie G—— where did you go?

A. We went to a hotel, the name of which I do not know. She told me we will only remain over night. I told her, "How is it we are not going to California? You own a house there." She said to me she had sold the house there in California, and had bought one in Seattle.

Q. How far from the railroad station was the hotel that you and Marie G—— stopped at?

A. Probably ten minutes' walk.

Q. Did you walk up hill or was it on the level?

A. We walked a little on a hill to the right; walked straight up from the station a couple of blocks, and then to the right.

Q. How many nights did you stay at this hotel?

A. Two nights.

Q. Was Marie G—— with you both nights?

A. Yes; I had a room for myself, and Marie with her alleged husband in the other.

Q. Who was this alleged husband?

A. She used to call him Claude; on the ship she did not wear her wedding ring, but when she came here she put it on. I presume she put that ring on in order to make believe that she was married.

Q. Then where did you go?

A. After two nights she told me, "Well, now we go to my house." Of course, I did not know the nature of the house. She told me that she left the house in an uncollected state of affairs and that she would have to fix it up; I followed her. The house was not far from the hotel; it was a wide shack; it made a very bad impression on me, but still I went in with her; I saw girls half dressed, and Marie turned on me right away, and said I should not bother about what I saw, and not look around so much.

Q. Where was that house?

A. I do not know; it is the same house where the officers got me.

Q. You went into that house when?

A. It was in October, two days after we arrived in Seattle, about the middle of the month.

Q. What did Marie G—— say to you after you were in this house?

A. As soon as I got into the house I saw the girls there. I turned to Marie G—— and wanted to know what they were; she told me not to bother, not to be afraid, that I will easily learn the same thing.

Q. What was this that she spoke of?

A. I presume she meant to become a prostitute.

Q. How long were you in that house where the prostitutes were?

A. About five weeks.

Q. Why did you not leave there?

A. Marie G—— always told me to keep out of sight of the policeman, and I did not know where to go; I had no money; I was alone and did not know what to do; I was afraid to speak to anyone, in fact.

Q. What kind of women were there in this house?

A. They were all French, and Marie G—— would not allow me to speak to any of them. If they were to ask me a question or to speak to me she would always step on my toe as a sign of admonition. One day there were three gentlemen at a table and one of them spoke a little German, but Marie G—— forbade me to speak to them, and all the five weeks I was there she would not allow me to speak to anyone.

Q. What did you do those five weeks?

A. I could not stand it any more; I was there two weeks and I played that I was sick; Marie G—— wanted me to smile and jolly the men, but I could not do it. She put me as a doorkeeper, but at night Marie G—— insisted that I should go with men, so as to pay my expenses.

Q. What was Marie G—— doing?

A. Marie G—— used to tell me that she was clearing from \$40 to \$50 a day as a prostitute. Almost every minute of the day she would ask me how much I had, so that in case I had any she could take it from me. She took my money away, claiming that she would write it in a book and as soon as I would leave the house she is going to give it to me; but she never gave it to me. She even took my trunk into her room. I asked her repeatedly for my effects in my trunk, and she always asked me if I was afraid she would keep it.

Q. Why did not you leave?

A. I was scared. Marie G—— always scared me with the policemen. She told me that whenever a policeman was near to run away and hide myself, and I thought the penalty was so severe that I did not run away from the house. One day two or three gentlemen came and I believe that they belong to this service. Marie G—— asked me if I spoke to them, and she advised me not to talk to anyone. One of them asked me how business was. I think it was the very same man that arrested us that evening who asked me how business was.

Q. Why didn't you write to your friends?

A. As soon as we arrived at the hotel I asked Marie G—— for some paper. I wanted to write home to my folks; she always kept putting me off; never would give it to me.

Q. Where was this house where the officers found you?

A. The same house—I do not know the street, nor number, or anything. I had no idea where I was. All of the time I was there I was not out of the house at all. I begged Marie G—— once to let me go and look for a position and asked her to accompany me, to show that I really wanted to get a position, but she only laughed at me and asked me if I was crazy and that she could not sacrifice her business.

Q. In all this time you did not know the address?

A. I asked her often for the address. I was crying and she said that she had done so much for me already that I was really ungrateful. I think it was one Sunday I started to cry and threatened to kill myself if she did not let me out, and I told her I was going to get a policeman, and Marie G—— said if I got a policeman I would get arrested, and not her.

Q. What were you doing all the time you were in the house?

A. For nearly two weeks I did what the others did; in fact, I often sent away men, I was so disgusted. After that I was made a doorkeeper through my repeated entreaties and my telling her that I was sick and could not stand it any more. Marie G—— insisted upon my going with men during the night, but I absolutely refused. She asked me whether I would expect her to keep me for nothing and give me money. Whenever I wanted anything she used to telephone to Claude, and the last Sunday I insisted on getting the address so I could telegraph to my friend in Washington to get \$100. When

Claude came he asked me what I wanted, and I told him that I wanted a pen and wanted the address of the house, but Claude would not give me the address, and took the address of my cousin in Washington and promised to telegraph for money for me. The next morning I asked Claude whether he had received any money, and he said "No." Claude went on a trip for three or four days. I often asked Marie G—— for the address, which she refused to give me. Although Claude told me he had telegraphed, I received no answer. Since then I have written to my friend to find out if Claude had written, but have as yet received no answer. I am satisfied now that Claude told me a lie and that he did not telegraph.

Q. What is the name and address of your cousin?

A. Clara S——, care A—— C——.

Q. Have you any other relatives in the United States?

A. I have three step-cousins in America, one in New York by the name of ——, I have got a cousin married; her name is now ——, ——, The other one is named Marie. A first cousin, ——, who has a place in ——, I do not know her address. I have another cousin, Clara, in —— also. That is all the relatives I have.

Q. Did you have the intention when you left Germany of entering such a house with Marie G——?

A. No; never entered my mind. I never knew what that kind of a house was, in fact.

Q. Is Marie G—— still in possession of your clothes?

A. No; my trunk is here, but she has some of my things at her house still.

Q. While you were in this house with her did you have possession of your trunk and things, etc.?

A. No. Marie G—— kept my trunk and key in her room, and whenever I wanted anything I was always obliged to go to her. Three days before I was arrested a gentleman who spoke some German visited us and spoke very kindly to me. He asked me how I got into this house and whether I knew the nature of the place. I was so glad to hear him speak German that I begged him to do all he could to take me out of this house; he told me to get my things ready, he was so sure he could take me out, and to be ready by Sunday; I told him the mistress of the house had my things and I could not get them. He told me I should get a policeman. As soon as he went away I went to Marie G—— and insisted upon getting my trunk. After an argument she gave me the trunk, but retained the key, and the key is still in her possession. He asked me to give him my name and I gave him my correct name; I did not give him the name that was given me in the house; and he cautioned me not to say anything to anyone and I would be surely taken out of the house. This was about three or four days before I was arrested; the gentleman did not speak to Marie G—— at all, and she did not have any idea that he had spoken to me. Whenever gentlemen came to drink, she made me charge a dollar, and she would always ask me whether I had obtained the money, and as soon as I got it she took it away from me. She would take in as high as \$20 in a short time. They charged a dollar for each bottle, and Marie would take in \$20 in beer alone in a short time.

Q. Did that gentleman who spoke German to you ever come back?

A. No; he never came back. I was waiting all day Sunday for him. I was in despair. He did not show up, and on Monday we were arrested, and when I was arrested for the minute of course I was frightened, but was at the same time overjoyed to be taken away from the place.

Q. Was that at the time that Marie G—— was arrested?

A. Yes, at the same time, and when the gentlemen came in to ask for Marie G——, Marie G—— pointed to me and said, "There she is," but I immediately said: "No; my name is Marie S——," and he then said, "Yes; I want Marie S——, too." I did not know who the gentlemen were; I merely acted in good faith. Marie G—— closed the door on the gentlemen, and claimed it was all on account of me that she got into trouble. I think that she jumped into the kitchen to get a knife, but one of the gentlemen jumped in after her, and when Marie G—— came to the house here (the detention house), before she was taken upstairs and questioned, she cautioned me not to say anything to the officers, as they would give me a thorough examination, and not to say anything at all about Claude—that I lived with him—and should not even say that I knew Claude; I should not ask any questions, and make them believe I was stupid.

Q. What would you like to do now in this country?

A. I would like to go as a nurse or governess, but I prefer nurse.

Q. How long were you a nurse?

A. Four years in a hospital—in the City Hospital—and then at the clinic of Professor Z—— at Frankfort on the Main.

Q. Did you graduate as a nurse?

A. You get a diploma after seven or eight years, but I got so nervous that I had to give it up for a while. My specialty was in the surgical department and for skin diseases.

Parts of the remainder of the testimony as to her treatment in the house, the demand that she submit to unnatural practices, and such matters are entirely unfit for repetition. In order finally to break her in, Claude V——, with the connivance of Marie G——, his wife, took Marie S—— back to the hotel where they had first stayed, where he, in the cruelest way, committed criminal assault, stifling her efforts to scream by gagging her, until she fainted and was sick for a considerable time afterwards. Both the alien woman and the woman procurer were deported. The man was sentenced to two years' imprisonment for importing the woman passing for his wife. Under the existing national law, which does not hold harboring a crime, he is not liable to any punishment for his unspeakably brutal treatment of his victim.

APPENDIX F.

LETTERS AND AFFIDAVIT.

LETTERS.

I.

APRIL 20.

Mr. —— :

I am glad to hear good news of your family; my family is well.

Even tho I learn details of your letter, it is, as you know, very difficult to send a woman. If you pay enough money, surely I can carry out the work well. At present, as you know, my social position is quite high, so I can not get a woman myself for you. But you may set your mind at ease about it, because I will request another person to get a woman for you, and then I will be her guardian. If carried out well, the market price of a woman is about \$500 at present. At any rate, I request you to pay me about \$300 in advance. To tell the truth, I was requested to send some woman by a friend of mine. So on December, 39th year of Meiji (1906), I sent a woman. But he hasn't paid me the whole sum of money yet. Therefore, as soon as you receive this letter then please send me the money. Please, you must send money to Yokohama in my name because I have there many friends (the officers of the post-office); but I surely am responsible for this matter. And at the same time please use Mr. ——'s name as a remitter (applicant). Please inform me of their address—what ken, address, and name. I have not yet met the women, so please recommend me to them.

I send compliments,

II.

JULY 1.

Mr. —— :

I am glad to hear that your family is well, and my family is well.

Yesterday I received a postal money order of 200 yen and 2 yen and 1 sen from Mr. —— in Yokasuka. So you may set your mind at ease about it.

Please allow me to ask Mr. —— in Yokohama about granting passports as fast as he can, and at the same time even if I applied for the passports, it takes two months or sometimes four months to get them, but as soon as I receive them I will inform you.

If it would be convenient I may request to send the women secretly by merchant vessel to the vicinity of San Francisco. If I am successful, I will telegraph to you from the landing place, so please do you with the money go out to meet them, and you must hear from them about the details of how to land them.

With my compliments,

AFFIDAVIT.

STATE OF WASHINGTON, *County of King*, ss:

—, being first duly sworn on oath, say that I came from Japan Meiji 37 (1904) to San Francisco, Cal., with my cousin and her husband. I came under the name of —, —, the husband of my cousin, requested me to tell the immigration inspectors that my name is —. The passport read also —. I don't know how it was made that way, because he (—) made all the arrangements to get the passport, etc. He told me that I was to be a waitress when I get to this side.

When I landed in San Francisco I was thrown in a room in Chinatown (a place called Cho Charlie); then I was forced to become a prostitute in a Chinese house of prostitution above-named, and continued to practice prostitution till the time of the earthquake of San Francisco.

I came from there to Astoria, Oreg., the same year, in June, and stayed there till November, and then to Portland, Oreg., staying there till March of following year. I came to Bellingham, Wash., and stayed there till September.

—, who is said to be in Vancouver, British Columbia, accompanied or brought me to Bellingham from San Francisco. He demanded \$500, saying that he was going to Japan, but in reality went to Canada. Then — acted as my master after — left me.

Mr. —, who conducts a house of ill repute in Bellingham, brought me to Seattle. Then I practiced prostitution in Washington house (a house of prostitution on Fifth avenue, South Seattle). I worked there a year and paid \$500 to —, the money I borrowed to pay —, —, who was with me in Bellingham, borrowed money, a sum in the neighborhood of \$800, from —. I paid this debt of —, all except the sum of \$350, for him. I left him, although he did resist me, but finally he let me go with the understanding that I pay his debts of \$700. He got altogether about \$800 in cash from me, besides the debts that I paid.

Then —, a married man living in Tacoma, Wash., told me to marry him. First I consented, but in fact I didn't like him, because he was a married man, a gambler, and I knew that if I lived with him I had to lead a life of shame.

I ran away from Tacoma to Everett, and I asked — of that place to straighten this matter between — and myself. He told me to go to Seattle, and then he would come down and fix the matter. I came to Seattle, and stayed at the — Hotel at —.

Before I went to Tacoma, I went to Miss — home, who is in charge of — in city of Seattle. After staying there a couple of days I came downtown to do some shopping. I was caught by the men of —, owner of the — House, a place of ill repute in Tacoma, who were searching for me here, and I was taken to Tacoma.

— was waiting for me there and told me to go to do some business at saw-mill camps on the Tacoma Eastern Railway, but I refused to obey his orders, and he was very much disappointed. I ran away from the — Hotel, —, in Tacoma, and secreted at a friend's home for three days; then I went to Everett to see Mr. —, as above stated.

On the night of November 22, 1909, Mr. — came to my room at — Hotel and struck me on the head as soon as he entered, and he made a pretense of pulling a gun out of his pocket. I saw the revolver in his hand, partly out of his pocket; then I thought he was going to shoot me, because he mentioned that he had a revolver. — told me to go to Tacoma again but I refused. Then he demanded to pay about \$300 cash to —. This also I refused; as I didn't have the money, and I would have refused even if I had the money.

There were several ruffians who are working under — instructions and directions outside the hotel (—); — walked out of the room and called in —, who was in the hall of the hotel, and came into my room, and — told — to watch me, and he answered that he would and told — to go any place

he wanted to. —, before he left, told — to watch me well till morning and then he will send another man to relieve him.

During — absence from my room — followed me even when I went to the toilet.

A man who happened to see — strike me went to call a police; — escaped, but — was arrested.

I practiced prostitution four years and a half; after all this time I am penniless.

As I am not strong, I did not make much. * * * The money I took in, I was instructed by my masters to put in the bank. I paid all my board myself. —, the man who went to Astoria, Portland, and Bellingham, took every cent I earned, and whenever I refused to give him, he threatened to kill me with a revolver, so I had to give him all the earnings.

I am now seeking protection, and trying to escape from this slavery, for if I am not taken care of, I will be compelled to go back and lead the life of a prostitute, or I might be killed by this gang; I want to be decent and respectable, and will work honestly to earn my living, so please help me.

Subscribed and sworn to before me this 4th day of December, 1909.

[SEAL.]

Notary Public in and for the State of Washington.

(Residing at Seattle, King County.)

APPENDIX G.

LETTER TO MEMBER OF IMMIGRATION COMMISSION.

SIR: In pursuance of your request that I inform you of the manifest addresses of certain aliens who, to my knowledge, went to the French Procurers' Club, at 124 West Twenty-ninth street, I beg to submit the following:

Previous to September, 1907, men and women were openly manifested to that address. Since the middle of that month, when the house came under the surveillance of the immigration authorities, such manifestations have wholly ceased. Even before that date some persons, intending that as their destination, gave false addresses on board ship.

1. Ernest Deville, *La Savoie*, July 21, 1907, second-class passenger, manifested to 116 West Twenty-sixth street. His baggage, check numbers 45, 30, 56, went to 124 West Twenty-ninth street. Auguste, then proprietor of the place, signed for them.

2, 3. Jean and Marle Thomerieux, *La Bretagne*, September 23, 1907, second class, manifested to Hotel Lafayette. Four pieces of baggage went to 124 West Twenty-ninth street for them.

4. Claire Windeliux, same boat and date, second class, was manifested to Chicago, and also to "brother-in-law, in Hotel Lafayette, New York." Testimony in deportation proceedings later proved that she went to 124 West Twenty-ninth street, although books of express company delivering baggage from that boat did not show it.

5. Maria Jewince, *La Touraine*, October 12, 1907, second class, manifested to 129 West Fortieth. Baggage Nos. 3244 and 3489 went to 129 West Twenty-ninth street.

7. Books of Erie Express Company show that on September 9, 1907, baggage went to 129 West Twenty-ninth street from steamship *La Gascogne*, to a name illegibly written but apparently Damsol or Damisol. This apparently refers to Constant and Josephine Denisot, arrivals by that ship on same date, second class, manifested to Hotel Griffon, New York.

8. Books of Erie Express Company show that on September 28, 1907, two pieces of baggage were delivered from steamship *La Savoie* to Duther or Druthen, 124 West Twenty-ninth street. No such name is on the manifest, showing that the passenger landed under another name entirely.

9, 10. Books of Erie Express Company show that on August 20, 1907, two pieces of baggage were delivered from steamship *La Touraine* to 124 West Twenty-ninth street, to "Claessons," for which Auguste signed. No such name is on manifest. The books show a second lot of baggage from same ship to same address; no name given.

11, 12. Jules and Silvie Carriere, *La Gascogne*, September 9, 1907. Second-class passengers, manifested to Hotel Lafayette. I do not know if they went direct to 124 West Twenty-ninth street, but within a month they received mail there.

13. Leone Supper, *La Gascogne*, November 4, 1907, second class, manifested to husband, Edouard, cook, Hotel Lafayette. Erie Express Company's books show E. Suppin or Suffin (illegible), going, same ship and date, to 124 West Twenty-ninth street. Auguste signed for baggage.

14, 15. Albert Lefebore and wife, Adrienne, steamship *La Touraine*, November 16, 1907, second class, manifested to Spokane, Wash. Five pieces of baggage went in their name to 124 West Twenty-ninth street from the ship.

16. Jeanne Martin, same ship and date, second class, manifested to uncle in Montreal, went direct to 124 West Twenty-ninth street. (Deported.)

17. Books of Erie Express Company show that on same ship and date one piece of baggage was delivered to 124 West Twenty-ninth street for "P. Lambrick." No such name appears on manifest.

18, 19. Gaston Tardieu and wife, Marie Eulalie, same ship and date, manifested to Hotel Lafayette. Baggage went to 124 West Twenty-ninth street, where they also received mail.

20. Books of Erie Express Company show baggage delivered from *La Lorraine*, February 8, 1908, to 134 West Twenty-ninth street for "Cheirre." Armand (then proprietor) signed for it. No "Cheirre" on manifest.

21. Henri Volation, *La Savoie*, April 25, 1908, second class, manifested to Portland, Oreg. Baggage went to 124 West Twenty-ninth street.

22, 23. Charles Fillette and wife, Lucile, steamship *La Provence*, May 30, 1908, entered as citizens; no address given. Three pieces of baggage went in their name to 124 West Twenty-ninth street.

24, 25. Henri Doudex and wife, Germaine, same ship and dates. Manifested to Hotel Lafayette. Four pieces of baggage went in their name to 124 West Twenty-ninth street.

APPENDIX H.

AFFIDAVITS FROM REPORT OF COMMISSIONER OF POLICE, NEW YORK.

I.

STATE OF NEW YORK,
City and County of New York, ss:

John Doe, being duly sworn, deposes and says: I am a detective in the police department of the city of New York, attached to the detective bureau, Borough of Manhattan, and engaged in getting evidence against alien prostitutes and criminals.

On June 23, 1908, I arrested an alien woman, named Mary Doe, on a warrant issued by the Department of Commerce and Labor, Washington, D. C.

The said Mary was charged with violation of the immigration law (act of Congress, Feb. 20, 1908). She was found guilty and ordered deported by the Department of Commerce and Labor.

In the meantime the United States grand jury in the southern district of New York found an indictment against a man named _____ of _____ street, New York City, for harboring several prostitutes. The said Mary Doe was therefore held as a witness in this case at the request of the United States attorney.

After the lapse of several months a native-born American citizen by the name of Richard Roe made an application to marry the said Mary Doe. The said application was granted by the Department of Commerce and Labor.

On November 5, 1908, the said Richard Roe (who was at that time divorced from his first wife, under her own application, as the divorce papers show plainly that he was caught in the act of committing adultery with another woman) married the said Mary Doe, who was discharged by the Department of Commerce and Labor, and took her to his house at _____ street.

Several days after I met the said Mary Doe, who told me the following:

"Don't you know what he wanted from me, that fellow Roe? Don't you know that he had another girl in his house at _____ street, and when we got there he introduced me to her (an old prostitute named Laura) and told me she was his wife, but that I would stay with them and that we both would make good money by both staying in his house? I therefore left him and

went back to —— at —— street, where I have been living a few days. I sent a letter to him stating that I was going to sue him if he didn't give me some money, as I was penniless. He then advised me to return to his house at —— street, and 'do business' there for myself (meaning prostitution). This I did, and I now make \$5 or \$6 a day, which I keep for myself, and Roe stays with his affinity, Laura."

"Of course you know, John, that if I married that fellow Roe, it was only to beat deportation and be safe forever, as I am now an American citizen."

Since that time I have seen the said Mary Doe, now Mrs. Roe, soliciting on Twenty-sixth street and Sixth avenue and taking men to —— street.

JOHN DOE.

Subscribed and sworn to before me this 23d day of December, 1908.

Commissioner of Deeds.

II.

STATE OF NEW YORK,

City and County of New York, ss:

John Roe, being duly sworn, deposes and says:

I am an officer in the police department of the city of New York, attached to the detective bureau, Borough of Manhattan, and engaged in getting evidence against alien prostitutes and criminals.

On May 19, 1908, there arrived by the steamer *Mauretania* an alien woman named Jane Doe, who was arrested on a warrant issued by the Department of Commerce and Labor, which warrant was obtained by the police department on an affidavit made and sworn to by me. She was ordered deported by the Department of Commerce and Labor on September 2, 1908, and held as a witness in a case now pending.

I met the said Jane Doe on Broadway and Twenty-eighth street during the first part of November, 1908. She came to me, saying:

"Hello; how are you? You didn't expect to see me back in New York, did you? Well, I am going to tell you the whole thing.

"An immigration official down on Ellis Island got 'dead stuck' on me, because I appeared to be a nice girl when I was down there. I know how to behave, when necessary. This man hired a lawyer for me, who got me out of there on a writ of habeas corpus. Some immigration officials got 'wise' to the attention that he was paying me, and he was immediately transferred to Texas. But he came to New York a week ago, and he married me in New Jersey. Here is my marriage certificate (handing same to me), but he (her husband) is now back in Texas, and he wants me to go there, but I won't. I couldn't live with that man; he isn't making enough money. I don't want to go into the dressmaking business and earn \$8 or \$9 a week when I can make that every day on Broadway. I wish my husband would remain in Texas steady, and I would be all right in New York."

I read the marriage certificate above referred to, which showed that a certain William Doe married Jane Doe in Hoboken, N. J., on October 28, 1908.

Almost every night I see the said Jane Doe (now Mrs. Doe) soliciting on Broadway and taking men to hotels in that vicinity.

JOHN DOE.

Subscribed and sworn to before me this 23d day of December, 1908.

Commissioner of Deeds.

APPENDIX I.

THE GIUSEPPINA PASQUALINA CASE.

The following letter was seized in a raid in New York City:

[Translation.]

MARSEILLE, *May 10, 1908.*

VERY DEAR FRIEND: I had learned from my friend Baptistin that you had sent him a ticket to have a woman sent you. It happens at the moment that this woman has failed, and as I had a woman I was trying to place somewhere

and whom I had under my protection, and knowing that Baptistin needed one, I talked to her and I decided to send her to you. Now, dear friend, as I knew that the woman was going to you, I dressed her without regard to expense, for I knew that with you I had nothing to lose; also I was forced to feed her during fifty days. Only I send her to you with all confidence, for the woman is young and very pretty, and is one of our own countrywomen and easy to train, and you must know that you said in your letter to B. how the woman ought to behave. I gave her the story as you gave it. At her arrival take means to make good offers, for the woman has never traveled and might take it in bad part. Now, dear friend, we have still another woman in view who will do your business well if you wish; only you know very well there are many difficulties, and especially many expenses. Moreover, you know better that I how that is. Then B. has taken a great deal of trouble, and it will be necessary to pay him well, for he deserved it.

Now, dear friend, I have been obliged to dress her from head to foot, and even to give her some pennies to get her off, for without that she would not have gone willingly. I bought her a straw hat with cream-colored roses, white silk waist, a marine-blue skirt, a rose-colored scarf, a pair of shoes with black buttons; furthermore, 3 pairs of gloves. All this will serve you as information when she reaches New York. She is a pretty little brunette, with a graceful figure. I have written for her upon a piece of paper the name of the person to whom she is going—her uncle, Solario. Besides that, she can easily take care of herself. She sailed by the steamer *Venezia*, of the Fabre Line.

Let me tell you also that she has had a medical examination; that her health is good.

I will not write you anything more except to ask for a prompt answer and to inform me as to whether you have need of a woman.

I conclude by shaking hands with you heartily.

Thy friend forevermore,

NAPOLÉON FARIGO.

With compliments of Baptistin and my wife, I send best regards to your brother and to your wife.

The information contained in this letter was brought to the attention of the commissioner of immigration at Ellis Island by this commission, and when the girl mentioned therein arrived she was detained for inquiry. The testimony which is set out below was given by the girl and her uncle before the board of special inquiry. The girl was allowed to land without further inquiry.

[Special inquiry held at Ellis Island, N. Y., May 29, 1908.]

Present: Messrs Parbury (chairman), Conserve, and Toner, inspectors; Peter Gilman, secretary; interpreter, Thomasian.

Case of Pasqualina, Giuseppina, 27f; French; steamship *Venezia*, May 28, 1908.

S. L., Inspector Schwartz. L. P. C., Inspector Alexander.

Alien, sworn and examined by Inspector Parbury, testified:

Giuseppina Pasqualina, 27; traveling alone; born in France; single; can not read or write; arrived on *Venezia*; my uncle, Pacifico Solario, paid my passage; domestic; never here before; going to my uncle; I have no money; I have telegraphed to call.

By Mr. TONER:

Q. How long is your uncle in the United States?

A. Seven or eight years. There are two. One of them is married; the other is not. I am going to the married one. His wife is with him. He has no children.

Q. What is your other uncle's name?

A. I am not acquainted with him very well, and they gave me no address, and that is all I know about it.

Q. Who gave you the address at home?

A. My sister in France.

Q. What is your sister's name?

A. Launcette Pasqualina.

Q. Has she ever been in this country?

A. No.

By Mr. PARBURY:

- Q. Is your sister married?
 A. Yes.
 Q. Then her name is not Launcette Pasqualina. What is her husband's name?
 A. Louis Pasquine.
 Q. What is your purpose in coming to this country?
 A. Because my uncle asked me to come.
 Q. What do you intend to do here to support yourself?
 A. I am going to stay with uncle and work.
 Q. How is he your uncle?
 A. He is my father's brother.
 Q. How is it you and your uncle have not the same name?
 A. I don't know; what do you want me to tell you?
 Q. How do you explain, your name being Pasqualina and his name Solario, he being a brother of your father?
 A. I don't know.
 Q. Why did you say he is your father's brother if you do not know?
 A. He is my father's brother; I would not be here if I had not confidence in him.
 Q. What is your father's name?
 A. Francis.
 Q. And your mother's?
 A. Maria; she is dead.
 Q. Has your father any brothers other than the one you mention?
 A. No.
 Q. Any sisters?
 A. No.
 Q. Is your father alive?
 A. Yes.
 Q. Where?
 A. In Ajaccio.
 Q. Do you speak Italian?
 A. Yes.
 Q. Was your father an Italian?
 A. No.
 Q. Is it your uncle to whom you are going?
 A. No.
 Witness, sworn and examined by Inspector PARBURY, testified:
 Q. What is your name?
 A. Pacifico Solario.
 Q. Where do you live?
 A. 61 Mott street.
 (Interpreter Thomasian here said that the witness was speaking in Italian and he did not feel fully competent to interpret. Interpreter Frablisli succeeded him.)
 (Examination resumed.)
 Q. Who do you call for here?
 A. I call for Pasqualina Guseppina; she is a relative of my wife.
 Q. How long have you been in the United States?
 A. Fifteen years.
 Q. Are you a citizen?
 A. Yes.
 Q. Final papers?
 A. Yes.
 Q. Where is your wife?
 A. In Mott street with me; I have four children; one 14 years old, one 9 years old, one 8 years old, and one 14 months.
 Q. How are you employed?
 A. I have a stand on the street.
 Q. What is your income from that business?
 A. Ten dollars to \$12 a week.
 Q. Have you saved any money?
 A. Yes. (Shows bank book on C. Russo & Co., 93 Mulberry street, New York, in which is deposited \$60 in favor of his daughter Lucia Rosina Solario.)
 Q. What was your wife's maiden name?
 A. Josephine Ferrara.

- Q. Is she an Italian?
 A. Italian, born in Marselle, France.
 Q. Where were you born?
 A. In Italy.
 Q. How long is your wife in this country?
 A. Twelve years.
 Q. Has the girl any relative here aside from your wife?
 A. No; only my wife.
 Q. Did you pay her passage?
 A. Yes.
 Q. Why?
 A. My wife is sick and I preferred to have some one related to her take care of her.
 Q. How many rooms have you?
 A. Four rooms.
 Q. Is your wife in bed?
 A. Yes, she is sick; she will soon have a baby.
 (Alien recalled.)
 Q. Do you know this man?
 A. I know him; he is my uncle.
 Q. What is his name?
 A. I do not remember the name.
 Q. Do you know his wife?
 A. No; I don't know his wife.
 Q. Do you know anyone in this country by the name of Josephine Ferrara?
 A. Yes; I know she is his wife.
 Q. Is she related to you?
 A. Yes.
 Q. Why don't you tell the truth?
 A. It is the truth; I was so young when they left.
 Q. Have you sisters or brothers here?
 A. No; I have no relatives in the United States besides these two.
 (To the witness:)
 Q. Have you any brothers or sisters in the United States?
 A. No.
 Q. Has your wife?
 A. No.
 Q. Do you know whether or not this girl has any relatives here aside from you and your wife.
 A. No.

By Mr. TONER:

- Q. Did you ever live at 93 Mulberry street?
 A. That is where I get my letters.
 Mr. TONER. I move to defer, pending the appearance of wife of witness before this board.
 Mr. CONVERSE. I second the motion.
 Mr. PARBURY. Deferred.

[Second board. At a special inquiry held at Ellis Island, June 2, 1908.]

Present: Messrs. Parbury (chairman), Toner, and Converse, inspectors. Convened at 9.30 a.m. Schwarting, stenographer; Mr. Rothe, interpreter. Deferred case of Pasqualina, Giuseppina, 26f; French; ex steamship *Venezia*, May 28, 1908.

Witness, sworn and examined by Inspector Parbury, testified:
 My name is Pacifico Salaro.

- Q. What is your address?
 A. Sixty-one Mott street, New York.
 Q. You appeared before this board yesterday, did you not?
 A. Yes.
 Q. And we suggested that you send your wife down here. Where is she?
 A. My wife could not come, so I got a certificate from the doctor, stating that she could not come.

"To whom it may concern:

"This certifies that Mrs. Josephine Pacifico Solario, living at 61 Mott street, is in the last stages of pregnancy; she had very hard sufferings in the last couple of months on account of weak heart—fatty infiltration of the heart—from which she is unable to ride on carriage, train, or car, and unable to walk for long way.

DR. G. DI SANTU.

"Per faith, June 1, 1908.

"GIUSEPPE RUSSO, *Notary.*"

Q. What additional have you to say this morning from what you said in the previous hearing?

A. I have nothing else to say.

Q. If she is permitted to land, where will she stay?

A. First, she can assist my wife, and then if she wants to marry—I won't let her get out of my house until she is married.

Q. She is to live in your house and care for your wife; is that the idea?

A. Yes; my wife is always sickly, and she can help my wife a great deal.

Q. If she should desire to return, you would pay her passage?

A. Yes; I will pay her passage back from here.

MR. TONER. I move to admit.

MR. CONVERSE. I second the motion.

MR. PARRURY. Admitted.

APPENDIX J.

LETTERS SHOWING WORKINGS OF THE SYSTEM OF EXPLOITATION.

I.

DEAR LEON: If you were smart, your place would be here this moment in Chicago. Your former woman has an under mistress who gives her \$50 a week, and, according to somebody who is well versed in the matter, says she will soon receive a share from M. Leon. She is a woman who has a Jew for her man, and if you come to Chicago with your woman you might send her to California, and in that way you might have a chance to pay court to this second woman, and it seems to me that it will be a chance for you. Above all, try to reach the place as soon as possible. You can come to Chicago very cheap, and once there your wife will largely make her way at the home of Mrs. Leon. Women nowadays pay with but two checks a day, and they are not in debt; they can buy where they like. As for me, I see that I can make my way there. I don't want to tell you under what name I go at present. I will only give you a glimpse of the future if you will understand. If you do not understand now, you never will.

Hoping soon to have the pleasure of seeing you. When you arrive you can stop at Mother _____, who has some very good rooms. Mrs. _____ herself will receive your wife there, and once inside, your entrance is assured. Don't be a fool, and listen to good advice.

TRUE FRIEND.

II.

DEAR CAMILLE: I have it from reliable sources that the immigration government and the government officials and the Secret Service are after me, and try their best to get evidence against me. I hope they will find none. * * *

_____ was pinched yesterday in Omaha with one named _____; it is R— who had sent her there. She was with J. P—, who himself had trouble with this woman.

For _____, the former woman of L. P—, I called for her yesterday; she came with a Jew, who is her man. I don't think he counts for anything in the case. She wants her jewelry back or she will raise a racket. * * * She is headstrong and willing to fight to a finish, but in case of extremity I could get the local police to make her keep quiet.

* * * I sent the man over the road for four years and kept his woman for extra profit. You will admit that the deal is somewhat beastly, and a man

would not act that way. * * * She also told me that she has letters in her possession regarding the importation by him to the United States of one certain Rosie and Frette. You will answer me in regard to this, but I believe the best is to blow back. This will simplify matters for him.

III.

DEAR LOUIS: You should have confidence in me, for it is for my good as well as yours. Write me if you have gone with Lea ———, if she is more submissive than before. Dear Louis, when I am there you will not make any difference between me and Lea. It would give me much pain. You have never known how much I think about you, as you have been good to me.

IV.

From one pimp to another:

* * * I expect to get pinched any minute. I have things fixed up with the proprietor of the new hotel at which I am living to say that I am employed as elevator boy in case of trouble. I most surely think that my showing my physician's certificate that I am under medical treatment—and my employer will go in front of me—so you see I am pretty well fixed for the present. I am also inclosing in this letter clipping of this morning's paper so you can read for yourself how bad things look in this city for boys ever since the newly appointed mayor took office last Monday. He means business. * * *

V.

From a girl to her mother:

DEAR MOTHER: I am worried because I want to send you something, but you know that I do not know English. I can not go to the post-office. My mistress is always sick. I think she will go to the post-office this week for me. Anyhow, do not worry about it. I will send you what I promised every month. Tell me if you have written to me in New York, because it would be funny if I did not get it.

Apparently letters to this girl remained undelivered, while her letters to her mother were never posted.

While the above letter was found in Chicago, a number of letters from the mother of this girl addressed to her in New York were found at the French Club in New York unopened and undelivered.

The following anonymous letter was received by Judge Landis in Chicago on July 11, 1908:

VI.

JULY 10, 1908.

JUDGE LANDIS: Yesterday I went to a sporting house at ——— street and heard a little story which I think I am in duty bound to explain. Eight months ago the madam of the house, Mrs. ———, went to Italy. There she met a nice young lady and told her she is worth a lot of money and other things and finally gets the girl to come to America. When she arrived in Chicago she was brought to her own house, ——— street, and told the truth and that she will have to be a sporty girl. She finally makes the girl make up her mind and everything goes all right, she turning every cent she made to the landlady. A friend of the landlady's came round and the landlady sold her to this man. Things went around until the landlady saw she was losing money on the bargain and wanted the girl back. She could not get her. The consequence was that this girl was slashed a dozen times or more with a razor on the back and face, disfiguring her for life. After being cured at the hospital, Cook County, she went direct to ——— street. The landlady can not make money with a disfigured girl, so to get rid of her she is going to send her out West this week. She also had another girl to whom she is doing the same and who is an American girl 17 years old. On account of the recent raids on the South Side she has this girl hid at No. ——— street. The first girl went to Harrison Street Station, but everything was fixed up O. K. Her name is ——— ———.

APPENDIX K.

EXTRACT FROM STATEMENT BY UNITED STATES DISTRICT ATTORNEY SIMS.

A very few days ago this pitiful case was, in an official way, brought to my attention:

A little German girl in Buffalo married a man who deserted her about the time her child was born. Her baby is now about eight or nine months old. Almost immediately after her husband ran away she formed the acquaintance of an engaging young man who claimed to take a deep interest in her welfare, and in that of a certain girl friend of hers. He persuaded them both that if they would accompany him to Chicago he would immediately place them in employment which would be far more profitable than anything they could obtain in Buffalo. Supposing that the work awaiting her was entirely legitimate and respectable, the little mother took her baby and, in company with the young man and her friend came to Chicago. The next task of this human fiend was to persuade this "child widow" that it would be necessary for her to place her baby temporarily in a foundling's home, in order that it might not interfere with her employment. This accomplished, he took the two young women at once to a notorious house and sold them into white slavery. Thenceforth this fellow has lived in luxury upon the shameful earnings of these two victims. The young mother has attempted by every means imaginable to escape from his clutches and at last has importuned him into a promise to release his hold upon her on the payment of \$300. She is still "working out" the price of her release. It is scarcely too much to say that she looks twice her age.

A girl of 18 came to this country in January, trusting to the promise of a woman procurer to give her honest work. She was placed immediately in a house of prostitution and was told that she must earn the cost of importing her before she could be free. She earned the \$300 required, and asked the proprietor of the house to free her. He refused to grant her request and she attempted to run away. He followed her to the street and slashed her face so badly that she is now frightfully disfigured. She was pregnant when found by one of the agents of this commission.

An Italian girl who is now serving a term in one of the penal institutions of the State of New York said that while she was an unwilling inmate of an Italian disorderly house in Rochester, N. Y., she overheard a conversation in which a plan to disfigure her face by slashing it was discussed. She escaped and went to the nearest police station and told the captain what had occurred. When the case came up for trial and the man she accused was brought before her she was so frightened that she did not tell the truth, said she was mistaken in the charge, and the case was dismissed. She is afraid to leave the institution. She said to an agent of the commission that these men who disfigured the Italian girls are members of the "Black Hand."

APPENDIX L.

AFFIDAVIT OF AGENT OF IMMIGRATION COMMISSION.

STATE OF NEW YORK, *County of New York*, ss:

_____ being duly sworn, deposes and says that he has been for a period of three years last past employed by the United States Government to make special investigations, and as a special agent, and is such at the present time. That during the years 1908 and 1909 he was employed in investigations into the violations of section 3 of the immigration act which has reference to the importation of women into the United States for immoral purposes; that prior to this employment deponent for a period of seven years had been in charge of the criminal department of a private detective agency, and by reason of his connection with investigations into criminal work deponent had become familiar with the restricted districts; had a personal acquaintance with the majority of the proprietors of the disorderly houses and knew many of the inmates of the houses; that his attention was first called to the violations of section 3 of the immigration act by the appearance of immigrant women, inmates of the restricted district, whose faces were disfigured from whose general appear-

ance and actions deponent felt sure had only been in the United States a short time.

That during his employment as such special agent investigating into the violations of section 3 of the immigration act deponent has secured evidence of such violations in 68 cases, which cases were in different parts of the United States—some in Washington, Idaho, Oregon, and in Alaska. Some of these cases were in violation of the part of section 3 of the immigration act which prohibited harboring; some were in violation of that part of section 3 prohibiting importing; and others were against immigrant women practicing prostitution in the United States within three years after their entry into the United States.

That during the time when deponent was gathering evidence in these cases and during the prosecutions which followed as a result of the evidence, deponent talked with a great many of the immigrant women and with a large number of the procurers and the persons responsible for the bringing in of these girls; that from the immigrant women in the United States in violation of section 3 of the immigration act, their procurers, and others responsible for their being so in the United States deponent learned the stories of their importation, the way in which they were placed into the life of a prostitute, the manner of that life, the amount of money derived from the services of such immigrant women, and, in some cases, the condition of slavery in which the women lived. Some of these stories so told to deponent and which deponent, from his knowledge of social conditions and his personal observations of this work, and from the additional fact that in many instances he was able to verify them by the records at the different ports of entry and by the evidence which came out in the different trials of similar cases, believes to be true, are as follows:

A Japanese girl, aged 16, was brought into the United States via Canada, through Victoria, and taken to Bellingham, Wash., in the spring of 1908. She was sent from Japan as a proxy wife to meet her husband, who was a Japanese laborer in America. The husband was represented at the immigration station by a Japanese interpreter who is known to be a Japanese procurer. At the immigration station the Japanese whose wife she was said to be met her and the couple were married in the presence of the immigration authorities, ——— vouching for the husband's standing and character. The husband took the wife to Bellingham, Wash., and lived with her for several days in a rooming house which was occupied principally by prostitutes; the husband then left the woman and she was immediately taken charge of by a Japanese woman who managed a house of prostitution near by. At the end of two weeks' time the woman who ran the house of prostitution took the young wife to Seattle and sold her to a proprietor of a disorderly house named ———. The woman in Bellingham attempted to break the girl into the life of a prostitute; the girl refused to enter the life, and the woman beat her and starved her, which treatment continued during the entire time of two weeks. At the end of the two weeks the woman, realizing that she could not manage the girl, took her to Seattle and sold her, as above stated, for \$1,600. ———, who bought the girl, made the purchase with the intention of sending the girl to Alaska, and the woman from Bellingham was to deliver the girl on the boat about to leave for Alaska. The \$1,600 was to cover all expenses of importing the girl from Japan, the expense of the proxy marriage, including the price paid the Japanese who acted as husband, and all expenses of the delivery of the girl on board the boat for Alaska. The girl was taken to Alaska and placed in a house of prostitution. She rebelled up to the time the boat started and wept and fell upon her knees on the dock, begging not to be sent. The woman from Bellingham, who spoke English, forced the girl onto the boat and then explained to the officers of the boat that the girl was her daughter and did not wish to leave because she had a lover in Bellingham.

The truth concerning the entire case was not discovered until after the girl had sailed for Alaska.

Another girl, Polish Jew, aged 17, entered the United States through the Ellis Island port, booked for Montana. The procurer in this case was a Jew, and got this girl near the border of Russia by promises of marriage after they reached the United States. At the immigration station he gave their names as man and wife. He took the girl directly from New York to Montana, and broke her into the life there. He put her in a crib, and forced her to lead the life of a prostitute. They stayed in ——— about six weeks, and he then took her to Seattle, Wash., and put her in the crib house of which ———, a Japanese, is the proprietor, and in which there are Japanese, Jewish, and French women as inmates. He kept her there about a month, and then moved her to the ———

House, a house of prostitution of French and Jewish inmates. At the time he placed her in the _____ House the girl was about two and a half months pregnant. Up to this time she had hoped that the man would marry her. When he found that she was pregnant he refused to marry her, but made her work as an inmate in the house of prostitution daily, and collected all her money; he refused to give her any street clothes, and made her continue to work during her pregnancy and up to the time she went to the hospital. She did not go to the hospital until the day before her child was born. She was forced to continue her work when she was too ill to walk, and suffered terrible pain. The man refused to give her any money, and she went to a charitable hospital. While she was in the hospital, the man took another prostitute and left Washington for Butte, Mont.

Another girl, French, aged 19, was brought by a man from Paris to Seattle via New York. The man who imported her was _____, a well-known French importer and procurer of women, and a man whose chief business is to trade and traffic in girls in the following manner: If a procurer is unable to satisfactorily control his girl, he notifies _____, and _____ advises him to let the girl go, and for a consideration he will immediately get him a girl in her place. _____ then becomes acquainted with the girl and introduces her to another man who is in similar trouble with his girl; that is, a man who has a girl whom he can not satisfactorily control. Before the girls realize it they have exchanged positions and _____ has been paid by both men.

When _____ arrived in Seattle with the girl he sold her to another man, who placed her in crib No. _____ in _____ crib house in Seattle. She became pregnant and was forced by her owner to continue work for seven months, during which time she was forced to turn over all her earnings to the man. She rebelled, but it did no good, as she was told she must continue to work. Finally, in desperation, she took to robbing her patrons, and in this way a complaint was made against her by a patron to the officer on the beat. This deponent was with the officer at the time, and went with him to arrest the girl. After seeing her condition and hearing her story, no arrest was made. Two days later the girl was taken by another girl to the hospital. The man would not give her a cent of money or aid her in any way. He disappeared from Seattle after learning that the story of the girl's condition had been told to the officers. At the time the officers went to make this arrest it was past midnight; the girl had been working in the crib since 4 o'clock of the afternoon before, and the only money that she had with which to pay her car fare (from their room to her crib) and to buy food was 15 cents, which was all the man would give her. She paid 5 cents car fare and 10 cents for a ham sandwich and two butter cakes.

Another girl, French, aged 15, was working in Paris in a factory. On her way home one evening she met a man and woman who spoke to her and asked her into a drinking place to have something warm. She went, and they told her she was unusually pretty and that they had a young man friend whom they would like to have her meet. The next night they met her again and had with them the young man. The young man made love to her and accomplished her ruin—after which she left her parent and never returned to them. The man put her on the streets in Paris. She became pregnant and continued to work as a prostitute until the end of six months' pregnancy. The man took care of her and after her child was born persuaded her to leave Paris and come to America with some friends of his who were in Paris. She did not want to leave her child, but did so and came to America with these friends. They took her to Chicago and she was there turned over by the _____ to a man who took her to Butte, Mont. She lived with this man in Butte, Mont., for about a year, turning over all of her earnings to him; she then discovered that while she was giving him all her money from her earnings in a crib he was treating parlor-house girls to wine. Violent disagreements then arose between them and she was finally placed in jail for stabbing him. After her time was served she left Butte and went to Seattle, where she has since practiced prostitution, but has at no time given any of her earnings to a man. From her earnings she has been sending money to Paris to care for and educate her child. At the present time she is in _____, _____, where she has two houses of prostitution, one with four inmates and the other with three inmates. She does not practice prostitution herself at the present time.

Sworn to before me this 6th day of November, 1909.

APPENDIX M.

LETTERS.

I.^a

OMAHA, NEBR., *December 9, 1907.*

MY DARLING LOVER: I am immensely bored as well as my lover. We have not had great success since your departure. It is very cold here, but I am not writing you in idle jest, but to speak seriously to you. If this letter reaches you in time, you must answer at once. Business is going from bad to worse. Madam Marion and Madam Alphonse are going to leave Omaha. I would like to take over the crib of Madam Marion, but I do not want to pay \$100. In the first place, I have not got them; secondly, if I may not have it with your consent, I will leave as soon as I shall have a little money laid by, either for Butte or Spokane. Answer me at once, for you know I am crazy when I can not earn money.

I hope you had a pleasant trip and it did not tire you.

Awaiting your answer, I embrace you a thousand times, as I love you.

Your darling Madelon, who is lonesome,

JEANNE M. ———.

One word more—answer me at once.

II.

DEAR BROTHER: I feel impressed to write to you these lines to give you tidings of myself, which, by the way, are not very good for the time being. At the present moment I am at Omaha since day before yesterday, and I left with Angele, only she took another route. I will not tell you how she arrived and how she brought the news. ——— made me leave at once for Omaha. The country is prosperous and my wife works out at a sporting house for the present, and as soon as business prospers a little I will try to join you in Helena. I beg you not to let anyone know where I am. There are enough cows to give me away, above all, if the rascal Joli finds out he can fix me. Above all, I beg you to keep silent; tell them if you like I am in Canada, but never say I am in Omaha. If they find out ——— woman I man find myself cut in the throat, as you well know.

As Angele has told me they are trying to find him who brought or sent her to Chicago, you understand better than I do all the hubbub there is. Here I am well fixed for the moment and awaiting developments.

Try and write me as soon as possible and give me all the news about your tribe and also that has happened to Ali's wife and of the concubine that I established in Chicago.

My wife send you her regards. Angele gave me a postal card to mail to you, but I never thought of it again, but that makes no difference, as she had left; she had only time to eat a bite, because she arrived at 5 and she left at 6.30. In case you leave for Helena send your address so I can write at once. Let me repeat, keep absolutely silent; don't tell anybody where I am, for I am always worrying about that.

I will finish, giving you a heartfelt embrace, as well as my wife.

Your affectionate brother,

Here is my address; write me under that name: Monsieur ——— ——— ——— street, Omaha, Nebr.

(Envelope: B 38 P. a. m. Monsieur ——— ——— ——— street N. Y. City.)

My stable has enlarged a bit. I entered a 2-year-old in the race three weeks ago. I sent her to Redding, Cal., so I expect to go there about April 1, leaving Lizzie here alone, as business is kind of bum here at present and I have over \$10 a day expenses. I will give Lizzie a chance to save her money here.

^a The girl who wrote this letter was formerly in a disorderly house in New York City and went to the West after the places were closed in New York.

III.

The following is a copy of a letter taken in a raid :

DAWSON, YUKON TERRITORY, CANADA,
February 21, 1908.

DEAR FRIEND: How are you and how is your business getting along? I am ready to fill my pockets as soon as business picks up in Dawson. The winter has not been very cold at all. I am going to Seattle for the exposition, and I will go to France in 1911 for the exposition of Paris. The dance halls are closed here. I went back to Klondike City and I will get on very well. It is quite a time since I received any news from you. I received a letter from Louis from Theims; he will be in New York in the month of September. I see nothing more to say, except I embrace you with all my heart.

Your friend,

MATILD.

Tell me, have they come to get the trunks I left with you?

IV.

Another letter, showing the interstate character of the traffic, was found at the French Club in New York City, a copy of which is set out below :

FRIEND ARTHUR: I received your letter and I hurry to answer. It was a long time since I heard from you. My poor friend, business is more than bad. We have the famous fleet in the bay. Business is worse than ever, due to a crowd. Everywhere great confusion. The policemen have the right to reprimand anybody, and if they do so, they are made game of.

These sailors go in bands; most of them have not been paid here; also they leave on Friday, 15. What luck! You talk about me. I have put my woman to work and sold my house in Oakland, \$2,000—\$1,000 cash and the other \$1,000 July 1—but that I am afraid I shall lose. That does not work with me. If they do not pay, I shall take back the house to give it to anybody I please. I shall lose \$750, but shall be happy to be relieved of it. At Frisco there are more houses than women, and new houses open every day. For that reason there are not a few houses for sale. They have no women, and the running expenses bring wretchedness to this entire section. From everywhere I hear business is very bad, and in many houses they are sending away men and women. I wonder what I can do.

I hear ———— has sold his house at Chicago at a good price. What a country of villians! In rivalry they eat the flesh skin off one another alive. There is an establishment here, the best of all, only \$20,000; it is worth it, certainly. The keepers no longer agree.

It is splendid, and the finest house. It is new, the first to be opened after the fire; 28 rooms, each one more beautiful than the other. It is the only one that has permanent inmates. Oh! but they are doing a good business.

If you want further information, I am ready to give it to you.

I hear Auguste has no more ———— and he is better, but I have not seen him for a long time, for it is not agreeable to go through that establishment with that band of ———— which is always there.

I am going to write to Maurice to-morrow. As far as the cribs are concerned here, I think it is all up with them, unfortunately. I have written to Portland to one of my friends, and if I have good news I will go there to see the layout of the land. I am tired of it here.

Best regards to your woman from Marthe, also from me.

Expecting to hear from you soon,

CAMILLE.

For your friend who was just arrested I am very sorry. Well, this will cost him a lot of money. It is very dangerous, this kind of business. A person has to be mighty careful. I have seen it coming. Here in Chicago the trouble is not over yet.

V.

Another :

* * * I have it from reliable sources that the immigration government and the government officers and the secret service are after me, * * *.

APPENDIX N.

LETTERS AND AFFIDAVIT.

LETTERS.

I.

SEATTLE, WASH., October 22, 1908.

Mrs. ———, New York City.

DEAR MADAM: I suppose you have received letter from Mr. G. about the whole affair, as I told whole thing to him and asked him to write the matter to you.

Now, the lady from Spokane and Mr. ——— done their best to secure the cigars and they got ready with 4 cigars which we can send to you most any time, but each of them want \$300 to pay their debts before they leave here, and Mrs. ———, of Spokane, will be responsible for all of them which will be sent this time; and I think it is entirely safe proposition to you, as Mrs. ——— owns big hotel and laundry in Spokane city, and she is considered to be trust-worthy lady amoug the society.

Will you kindly wire me as soon as you receive this letter, as Mrs. ——— is staying in the city for that purpose alone, and her business affairs in Spokane compel her to return to Spokane as soon as possible.

Wishing this proposition will be satisfactory to you and hoping to hear from you soon, I remain,

Yours, truly,

II.

SEATTLE, WASH., October 22, 1908.

MY DEAR MRS. ———: I have just been to see the cigars; they are fine, young, and good looking; he has four of them, but it seems that they are in debt here to the extent of \$300 each; that is for their fare and other expenses for bringing them from Japan, and the party here wants that money. Now, if you feel like advancing them \$300 each, they are ready to go at once, and ——— will go with them. This money you will get back as the cigars earn it. Mrs. ——— will take all responsibility of these cigars staying with you until all debts are paid, and told me that she would sign an agreement to that effect, and I have found out that she is a responsible person; you know her; she owns a house in Spokane. Now, if this suits you, wire the mouey at once. Don't delay. Together with 5 fares; that is, transportation for 5. ——— —you can settle with him when he gets there. You can send me \$100 for my expenses and pay. I have been put out quite a little; I had to lay my boat up two days in order to make this trip; but I told you I would see you through this thing, and of course I will do as I promised. I think that when ——— gets back, and reports favorable that you will have no trouble in getting all you need; and if you work it right, you will have a monopoly on the Japanese goods in New York City, because you are dealing with the right people at this end of the line. If you send the money to me, wire it to my address at Bellingham. I had ought to hear from you in six days from date. I hope that you will understand this fully. The cigars must have \$300 each (advance), (\$1,200), together with 5 fares, whatever that is. You can find out there how much that will be, and whenever that comes I will see to it that they will start east on the next train and will wire you accordingly, so that you will know when to look for them. I have also taken the matter up fully with ———, in order to guard against any crooked work, and he has pledged himself to me that everything will be done on the square.

Hoping that everything will be satisfactory with you, I beg to remain yours, with my very best wishes.

AFFIDAVIT.

STATE OF NEW YORK,
County of New York, ss:

_____, being duly sworn, deposes and says that he is acquainted with many of the inmates of the restricted districts in Seattle; that he is acquainted with the keepers of the houses of prostitution in Seattle, with many of the pimps, and has a knowledge of the system under which they all work; that in his opinion the word "slavery" is none too strong a word to use in explaining the conditions which surround many of the immigrant girls in Seattle who are in the United States in violation of section 3 of the immigration act; that most of the said immigrant girls are in debt to their procurer or the disorderly house keeper to such an extent that she has no possible chance of paying it off; in fact, as soon as one debt is paid by her another is imposed upon her. It is part of the system of the business to keep the inmates of the disorderly houses so hoplessly in debt that they give up all hope of gaining their freedom. This is done by a system of charges made against them for their board, their house clothes, and their transportation from place to place in the United States, and the expense of first importation into the country. Deponent knows one Japanese prostitute in Seattle who was imported into the United States for immoral purposes when a young girl. She is now 40 years of age, and has never had an income except that derived from practicing prostitution. She told deponent that it took her sixteen years constant work to get herself out of debt and gain her freedom. She said she had been saving her earnings for four years last past and had saved over \$2,000.

Sworn to before me this 6th day of November, 1909.

IMMIGRANT HOMES AND AID SOCIETIES.

IMMIGRANT HOMES AND AID SOCIETIES.

This report was prepared under the direction of the Commission by Martha E. Dodson, special agent, who also had charge of collecting the data upon which the report is based.

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IMMIGRANT HOMES AND AID SOCIETIES.

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IMMIGRANT HOMES AND AID SOCIETIES.

DISCHARGE OF IMMIGRANTS TO IMMIGRANT HOMES AND AID SOCIETIES.

Immigrants arriving in the United States generally expect to go to relatives or friends who have preceded them, but it sometimes happens that these relatives or friends fail to meet the incoming immigrants when expected, or fail to send the necessary funds to enable them to continue the journey to their destinations. In such cases the immigration authorities deal with the problem presented in one of two ways: Either the immigrants are debarred, i. e., sent back to Europe, as likely to become public charges, or they are placed with some one whom the authorities consider trustworthy to be cared for until such time as they may secure employment or be called for by relatives or friends. At Ellis Island immigrants whose friends or relatives fail to call for them on arrival are detained five days, and if at the end of that time no friends or relatives have called, the immigrants are given the choice of leaving the immigrant station in company with a missionary or representative of some philanthropic or religious society or returning to Europe.

In order to afford such immigrants the opportunity of landing and also to help them and other aliens to avoid dangers that are likely to be encountered, certain philanthropic and religious societies have undertaken the work of assisting immigrants upon their arrival at the various large ports of this country. These societies, by special permission of the Government, send missionaries and representatives, the majority of whom are of the races they are employed to assist, to the immigrant stations and to the Government's detention rooms for the purpose of aiding incoming immigrants in every necessary and proper way. In the furtherance of this object many of the societies establish homes where the immigrants may be temporarily lodged and cared for.

The act of permitting an immigrant to leave the immigrant station is called "discharging" him, and when he leaves the station in care of another person he is said to be discharged to that person. The person to whom he is discharged is theoretically held responsible by the authorities to the extent that the immigrant will not become a public charge. Although there are a great many different circumstances that impel the authorities to discharge immigrants to missionaries and representatives, there seem to be but three general classes of immigrants who are discharged in this way in great numbers: (1) Immigrants whose friends and relatives fail to meet them at the immigrant station and whom the authorities do not deem it wise to land unless some one becomes responsible for their proper care; (2) immi-

grants who are without sufficient money to enable them to reach their destinations and who must therefore be cared for until the necessary funds are forthcoming; (3) immigrants, particularly women and girls, who have no friends or relatives in this country and are in need of a home where they may stay until they secure employment.

There is no provision of law authorizing the admission of persons to the immigrant stations for the purpose of doing missionary work of any kind, and the presence of missionaries and representatives at the immigrant stations and the selection of the institutions which may be represented there are largely matters of local administration and rest with the commissioner in charge of each station.

At Ellis Island, in the calendar year 1907, over 14,800 immigrants were discharged to missionaries and representatives by the New York discharging division. As the commissioners of immigration and the boards of special inquiry also discharged immigrants, these figures do not represent the total number placed in the care of immigrant homes and aid societies. One home provided 5,378 men, 1,822 women, and 60 children with board and lodging in 1907, and of this number 922 men, 1,062 women, and 34 children were intrusted to the home by the immigration authorities.

At the other immigrant stations the commissioners of immigration stated that they discharged comparatively few immigrants to missionaries and representatives. One of the commissioners said that the number of immigrants discharged at his station would not average more than two per week. It is to be noted, however, that even at the ports where few immigrants were discharged to missionaries and representatives, these persons had free access to the immigrants at the landing stations and, in some instances, in the detention rooms.

In view of the fact that the work of immigrant homes and aid societies is generally recognized by the immigration authorities as an important and necessary one, it is somewhat surprising to find that in a good many instances little selective discretion is exercised by the authorities in granting to these organizations the special governmental privilege of representation at the immigrant station. The commissioner at one station stated that this privilege of representation was given to all persons who wished to do missionary work at the station and in the detention rooms as long as these missionaries and representatives did not quarrel with one another or attempt to proselyte. One official remarked that sometimes there were more missionaries than immigrants at the station. At another station the authorities stated that almost any organization wishing representation was granted a pass, but that the organizations asking for the privilege stated the qualifications of their representatives and always chose good people. The authorities at one station made the statement that almost any organization was allowed to send missionaries and representatives to the station, but that only three women, one of whom was the manager of an immigrant home, were allowed to visit the detention rooms.

The authorities at one station (where, in June, 1908, there were 87 missionaries and representatives maintained by 41 organizations), in granting this privilege of representation, seemed to place most emphasis on the condition that all services rendered at the station should be free of charge, and apparently gave little attention to the

personal character and qualifications of the missionaries and representatives. In speaking of the conditions under which societies and homes were allowed representation, the commissioner at this station told an agent of the commission in 1907 that more importance was attached to the general standing of the society or house itself than to the personal character and qualifications of its representatives.

The following instance is illustrative of the methods employed by the authorities at this station in dealing with this privilege of representation. Through information given by an agent of the commission, the methods employed by a certain home in placing inmates in situations were investigated in 1907 by the proper city authorities, and a man on the staff of the home was arrested for violating the employment-agency law by charging fees to employers and employees without a license for so doing. The immigration authorities, who from time to time had received a great many complaints against this home for similar offenses, were told by an agent of the Commission of the arrest and of the evidence leading to it, but the commissioner of immigration said that he could do nothing in the matter until the evidence became judicially established. Although the arrest of this member of the staff naturally reflected on the philanthropic character of the home, its representatives were allowed to visit the immigrant station daily, and frequently had as many as 50 immigrants in a day discharged in their care. About two months later the member of the staff was convicted of the charges against him, but another month elapsed before any action was taken in regard to the home by the immigration authorities. When at last the home was debarred from representation at the station the clerical member of the society in charge of the home wrote to the commissioner, and stated that the accusation brought against the home was false and that the case against the member of the staff had been dismissed. In reply the commissioner demanded a certified copy of the court's record of the dismissal of the case. The manager then referred the whole matter to the responsible nonresident head of the home, a high church prelate, who wrote to the commissioner and stated that the manager of the home had explained to him the trouble arising from the misconduct of one of the agents of the home, and that he himself was convinced that the delinquency was not the result of anything in the management of the home, but was the fault of an employee, who was guilty of a breach of the trust that had been placed in him. The commissioner then demanded the dismissal of the offending agent, and on compliance with this request the home was again given the privilege of representation at the immigrant station.

Where the degree of care used in granting the privilege of representation is so small, it is natural to find that the authorities exercise very little supervision of the work of the institutions. At one station the missionaries, representatives, and managers of homes are supposed to make weekly reports to the immigration authorities on blanks furnished for that purpose of their disposition of immigrants discharged to them. These reports cover the immigrant's name, age, sex, nationality, and race; name of steamship and date of its arrival; date and hour immigrant was received at the house; date and hour immigrant left the house; total amount paid by immigrant; destination of immigrant; name of transportation line by which immigrants was forwarded; name, address, and relationship, if any, of party to

whom delivered; nature of immigrant's employment; and the amount of the wages to be received. When an agent of the Commission attempted to compile statistics of the number of immigrants discharged to the missionaries and homes and the number of immigrants reported upon by certain of the homes, it was found that these reports were very incomplete. Of 4,400 immigrants discharged to one home less than 3,100 had been reported upon by the home, leaving over 1,300 immigrants unaccounted for. The fact that the reports of the missionaries and homes were incomplete was made known to the immigration authorities at this station, and a system of checking up was established January 1, 1908, by which the authorities ascertained whether or not all of the immigrants discharged to missionaries, representatives, and homes were reported upon, but no effort was made to ascertain the truth of the information contained in the reports themselves.

Although the Commissioner of Immigration at this station asserted that all immigrant homes were inspected and reported upon by a certain inspector before they were allowed the privilege of representation, this inspector, when asked by an agent of the Commission, did not know the addresses of two recently established homes which maintained representatives at the station, and said that he had not visited either of them. The official records of the station showed that another inspector had been detailed to look into the matter of granting representation to one of these homes, but his report on the same made no mention of an inspection of the premises, and investigation by an agent of the Commission developed the fact that the petitioners for representation had acted as their own references in the matter.

SCOPE AND METHODS OF INVESTIGATION.

As previously explained, immigrant homes and aid societies are institutions organized for the purpose of performing helpful and necessary services for incoming immigrants. The field which they occupy is an extensive one. Probably no philanthropic agencies in this country carry on work among a class of people standing in greater need of aid and assistance. The peculiar character of the services required and the privilege of free access to immigrants at the immigrant stations and detention rooms bring to the representatives of these societies unlimited opportunities of doing good. But at the same time they impose special duties and obligations. The great opportunity of doing good is, because of the very nature of the work carried on, an unrestricted opportunity of doing evil. If these philanthropic organizations are to render valuable and disinterested services to immigrants they must be responsible and carefully conducted institutions, officered and represented by honest and trustworthy men and women.

Because of this situation the Immigration Commission felt that a careful investigation should be made of societies and institutions carrying on the work of assisting newly arrived immigrants. The Commission desired particularly to investigate possible abuses of the privilege of representation at immigrant stations; the management and sanitary condition of immigrant homes; the fairness and reasonableness of charges for board, lodging, and services rendered; and

the degree of care exercised by these institutions in placing immigrants, particularly young women and girls, in employment.

The Commission's investigation of these institutions covered a period of nineteen months (August 1, 1907, to March 1, 1909). One hundred and two immigrant homes and aid societies were carefully examined and reported upon. Of this number, 58 assisted immigrants or specific classes of persons which frequently included immigrants, but did not maintain homes,^a and 44 maintained immigrant homes or homes in which immigrants or specific classes of persons which sometimes included immigrants were accommodated.^b In addition to these homes and aid societies it was found necessary to investigate a certain number of employment agencies. After taking charge of an immigrant the home or aid society has frequently to assist him to secure work. Some of the societies and homes themselves maintain employment agencies for this purpose, while others merely direct the immigrant to certain agencies. In order to ascertain the degree of care exercised in placing immigrants in employment the character of 25 of these agencies, the majority of which were operated in connection with immigrant homes or aid societies or were recommended by representatives of homes and societies, was investigated.^c

No effort was made to attempt a detailed investigation of the work of every missionary, representative, society, and home coming in contact with immigrants, but it is believed that a sufficiently large number of institutions were examined, and that these institutions were sufficiently typical, to represent accurately existing conditions.

The method of investigating first adopted was to have an agent of the Commission visit the immigrant station, read the official records and obtain all the information which the authorities possessed with respect to the society or home to be investigated, and then go to the home or society headquarters and, in an unofficial capacity, make inquiries in regard to methods employed by the organization in caring for immigrants, the amounts charged for services rendered, the usual practice of the institution with respect to securing employment for immigrants, and all other matters concerning which information was desired.

But it was soon found that this way of conducting the investigation elicited only the most formal kind of information, and if any real knowledge of the work of the institutions was to be obtained it must be from personal observation and study extending over some number of days and during a time when the officers in charge of the homes and aid societies were not cognizant of the fact that they were being investigated. Accordingly, a young married woman of foreign birth, who spoke four languages, who had been trained as a bookkeeper, and who had, during her residence in this country, been in domestic service and worked as a waitress in a restaurant, was engaged to go to the home to be investigated, secure admittance as an immigrant in need of shelter and employment, and live there during the entire period of the investigation. Ten more young women were employed at different times to assist in the investigation. Four of these served

^a For details of investigation of these aid societies, see pp. 176 to 181.

^b For details of investigations of these homes, see pp. 144 to 174, and also Appendix A.

^c For details of investigation of these employment agencies, see pp. 179 to 181, and also Appendix B.

in the rôle of immigrants seeking work—that is, they went to homes and aid society headquarters and asked assistance in finding employment. Four assumed the rôle of keepers of disorderly houses who were seeking girls for work as servants in these houses—that is, they went to the home, at a time when the young woman investigator first mentioned was living in the home, and applied for a girl for work as a servant in a house which they described as a “fast house” or “sporting house” which was “well protected by the police” and “had never been raided,” and where, if the girl did as she was told, and was not “nosey,” she would be given opportunities of “earning money on the side.” Two were engaged in investigating the addresses of immigrant girls for whom the home had found employment. None of these ten investigators stayed overnight in any of the homes. One of the investigators was a student in a school of philanthropy, one was a professional musician, one was an actress, two were settlement workers, and the others were young women who had had experience in investigation work. Besides these young women investigators, there were, at various times, seven men engaged in the work of investigation. The men were variously employed to live in the homes as immigrant laborers out of employment, to investigate the addresses of immigrant girls placed in employment by homes and aid societies, and to ascertain the position of the managers of some of the homes and employment agencies with respect to the contract-labor law by negotiating with them for laborers who were to be imported from Europe.

The data obtained for each immigrant home or aid society always represented the information gathered by several, often half a dozen, investigators. Each investigator made a separate report of the work which he or she had done in the investigation of the particular home or society, and the agent in charge of the investigation then checked these reports, one with another, and combined them in one general report covering that institution. In most instances the investigators swore to the truth of their reports before notaries public, this being done in practically all cases where the investigation brought out unusual or seemingly incredible facts. The majority of the reports regarding the addresses of immigrant girls placed in employment by homes and aid societies were checked by having a second investigator, who knew nothing of the reports of the first investigator, go to the same addresses. The reports of the two investigations of an address were then checked by the agent in charge of the investigation.

After this investigation was completed, the information obtained in the course of the investigation which showed exploitation and maltreatment of immigrants by institutions was placed in the hands of the immigration authorities at the ports where the particular organizations conducted their operations. As a result, the evils in many cases have been corrected. Commissioner William Williams, whose administration at Ellis Island began after the close of this investigation, acknowledged the assistance rendered him by the Commission in the following letter addressed to the Commission under date of December 14, 1909:

I desire to acknowledge my indebtedness to you for the assistance derived from reports of investigations made by one of your committees prior to the time when I assumed office concerning ~~the condition of immigrant~~ mission houses represented at

Ellis Island. During my first administration (1902 to 1905) I had occasion publicly to arraign and to suspend the privileges of several of these institutions for exploiting and maltreating immigrants, and upon my return to Ellis Island last summer I soon discovered that a number of them were again engaged in similar practices. From ten to twelve large mission houses have been allowed representation at Ellis Island, for the purpose of assisting certain immigrants in getting into quick touch with friends or relatives whose addresses they may have lost or securing profitable employment. Obviously these institutions are worse than useless unless conducted upon a high plane of efficiency and morality. On the other hand, your investigations * * * disclosed the existence of shocking conditions at some of these places. Through the courtesy of Congressman Bennet, one of your members, a copy of your proposed report on these investigations was loaned to me in confidence to enable me the more readily to take appropriate action against such houses as were tolerating abuses. As already stated, the assistance which you thus afforded me was very great. * * *

I selected for early personal investigation those institutions in which conditions appeared to be the worst. The names of the agents employed by you having been given to me by Messrs. Bennet and Jenks, I sent for them, subjected them to severe cross-examination, and thereafter confronted them with several of the missionary agents against whom they had made accusations. On the records thus obtained, supplemented by independent investigations, I proceeded last August to suspend four of these institutions from their privileges of representation at Ellis Island. * * *

I should have been glad to complete my investigation of all of these houses last summer, but have been obliged to carry on this work with due regard to a mass of other work which is not less important. I am now looking into the conditions surrounding two of the other houses. In the cases of two others I was unable to secure evidence sufficient to warrant actual expulsion and the necessary correctives have been applied without resort to the drastic action taken in the four cases first mentioned. * * * Back of many of these immigrant mission houses stand earnest, honorable people. This I believe to be true of the _____, _____, and _____ homes. Their real supporters had been betrayed by their agents and had also failed in their duty of supervising these agents, leaving it to the Government to ascertain the real facts. All of this was very reprehensible, but constituted no reason for permanently barring the institutions in question after complete reorganization had been effected. This has actually occurred in three of the cases named, and, with new agents in charge, the _____, _____, and _____ societies have now been restored to the privilege of representation at Ellis Island.

MISSIONARIES AND REPRESENTATIVES.

The privilege of maintaining missionaries and representatives at immigrant stations, granted to philanthropic organizations which carry on the work of assisting newly arrived immigrants, has been dealt with in the first chapter of this report. The present chapter contains a brief survey of the work of these missionaries and representatives.

Missionaries and representatives assist arriving immigrants in various ways. They write letters for them and help them to get into communication with their friends and relatives in this country; trace lost baggage; give religious consolation; escort immigrants to their destinations in the city without charge except for car fares or other necessary expenses; take the names and addresses of immigrants of specific races or religions who are going to points outside of the city and forward these lists to organizations of the same race or religion at the points of destination; distribute clothing, Bibles, gospels, tracts, and other literature; sell Bibles and gospels (in 1907 the amount of these sales at one immigrant station was \$1,013.97); investigate the cases of detained and excluded immigrants and the causes of such detention or exclusion; appear before the boards of special inquiry in behalf of detained immigrants and give evidence secured from conversations with the immigrants or from other sources; reopen the cases of excluded immigrants by appealing from

the decisions of the station authorities to the Department of Commerce and Labor; secure bonds for excluded immigrants; and have discharged in their care immigrants whose friends or relatives have failed to meet them on arrival, those whose friends and relatives are unable to satisfy the immigration authorities that they are proper persons to receive and care for the immigrants, those who are waiting for money to be forwarded in order that they may continue their journey, or those who are awaiting the recovery of a sick member of the family in the station hospital.

At one immigrant station the many missionaries and representatives who go there every day are provided with office headquarters in a room set aside for that purpose. A few representatives at this station have office room in the rear of one of the discharging divisions. At the other stations missionaries and representatives are present only upon the arrival of steamships, or when they visit the detention rooms for the purpose of assisting immigrants detained there.

Far too often the chief concern of missionaries and representatives seems to be to have immigrants discharged in their care. Some of the homes and aid societies seem to proceed on the theory that they are achieving results only when their missionaries and representatives are having immigrants discharged to them by hundreds. This view is evidently shared by a discharging inspector at one of the immigrant stations, for this inspector stated that one society, which had a home, did the best work at his station because its representative took the most immigrants to the home. A certain institution became convinced that immigrants who, it thought, should be sent to its home were being discharged to the representative of another home. Thereupon the president of the institution wrote to the immigration authorities pointing out which immigrants should be discharged to the institution's representatives, and declaring that an immigrant home could not exist without receiving immigrants from the immigrant station. In one instance complaint was made to agents of the Commission that certain immigrant girls had been hurried off to immigrant homes before their relatives had time to go to the station for them, and that the relatives were then put to considerable expense of time and money in securing the girls.

Some of the missionaries and representatives are little more than "runners," whose business is to secure a sufficient number of immigrants to fill their respective homes. It was the testimony of a number of immigration officials that the majority of missionaries and representatives care only to secure the discharge of immigrants who have money and can pay for food and lodging. An inspector at the head of a discharging division stated that on one occasion he discharged about 10 immigrants to a representative of a certain home. In about 20 minutes the representative returned with the immigrants and insisted on leaving them at the station, saying that he could not take them because they had no money.

It is the opinion of some immigration officials that the activities of these missionaries and representatives often result in admitting into this country immigrants who ought to be excluded. One society officially stated to the immigration authorities that if it were not for its representatives at the immigrant station "immigrants would be without the aid and advice which they need to enable them to make

proper communications with their relatives and friends in this country and to prevent misunderstandings affecting their right to land." Another society said that it sent representatives to the station "in order to facilitate the society's work and appearance before the board of special inquiry." The representative of still another society stated before a board of special inquiry in December, 1904, that the society existed "for the purpose of protecting aliens who have been excluded, in order to avoid their being sent back; and that is the reason I appear in behalf of these cases."

An official at one station is of the opinion that many of these societies exist for the purpose of evading the immigration rules and regulations, and that their missionaries and representatives secure the discharge of immigrants who are physically, mentally, and morally below the standard required by law. He thinks that the great number of appeals from the decisions of the immigration authorities to the Department of Commerce and Labor which are made by some of the representatives in behalf of excluded immigrants reflect on the intelligence of the immigration authorities in their administration of the law and show a lack of judgment and knowledge of the law on the part of the representatives. According to its annual report for 1906, one society filed during that year appeals for 282 excluded immigrants, 135 of which were dismissed. A second society filed appeals in 1907 for 1,906 excluded immigrants, 654 of which were dismissed. The report of the second society for the year 1907 states that "thousands have been saved from deportation. Who can tell how many more might have been spared such a fate were we enabled to employ more men at —— (the immigration station)?"

This investigation showed that missionaries and representatives are sometimes instrumental in securing the admittance into this country of contract laborers. In order to test the good faith of some of the missionaries, representatives, and managers of homes, agents of the Commission went to them and, representing themselves to be agents of firms who wished to import skilled laborers from Europe, asked the cooperation of these managers and representatives in securing the workmen desired. Two of the managers and representatives readily agreed to assist in this business; one said that the firms should write directly to the home and the others asked for time to think over the proposition or to talk with their coworkers in regard to it. One representative said that he could have persons in this country send for their relatives who were in the old country, and that if the agent desired to make arrangements with some of these persons he would have them come to the home for a conference. Another missionary stated that he had been abroad recently and knew of many desirable people who could be brought over, and that he would be glad to go to his own country and get the immigrants in person, provided he was sufficiently well paid for the work. The record files at one immigrant station contain a copy of a letter written by the Commissioner of Immigration to the representative of a certain home, in which letter the commissioner states that it has come to his attention that the representative has taken it upon himself "to send advice to the relatives of detained aliens as to the causes of their detention or exclusion, such advice tending to offset the endeavors made by the Govern-

ment officials to enforce the United States immigration laws and regulations, this being particularly true in the case of aliens detained by reason of being suspected of violating the alien-contract-labor law." This letter admonishes the representative that he must not abuse his privilege of appearing at the station and having access to detained immigrants and to the records, and suggests that he communicate only with the friends of immigrants who are held as likely to become public charges.

At all of the immigrant stations, with one exception, which were visited by the Commission's investigators, some worthless, unprincipled missionaries and representatives were found. The unworthiness of these missionaries and representatives was shown in various ways. One member of the clergy frequently went to an immigrant station so intoxicated that he was entirely unfit to attend to his missionary work; one minister charged the relatives of detained immigrants large fees for getting these immigrants out of the station's detention rooms; some showed that they had low moral standards. The willingness of many missionaries and representatives to place immigrant women and girls in positions and surroundings that were likely to be detrimental to their morals is considered later in the report.

IMMIGRANT HOMES.

The greater part of the work of this inquiry was given over to an investigation of immigrant homes, in which institutions thousands of newly landed immigrants receive their first impressions of American ways and life. It is important that their start in the new life be of the right kind. Whether or not they are to become good American citizens depends to a great extent upon the kind of treatment accorded them at landing and while they are inmates of the immigrant homes. If deceived, overcharged, and illtreated the moment they first set foot upon our shores, they are likely to consider their treatment typical of the relations which members of society in this country bear toward each other and to either accept their illtreatment submissively or try to retaliate by the same methods which were used against them. The kind of life that friendless young women and girls who are placed in the care of immigrant homes are to lead in this country depends to a large extent upon the protection which they receive while they are inmates of the homes and upon the degree of care which these institutions exercise in placing them in employment.

The treatment of immigrants by managers and servants of homes, the sanitary conditions in homes, the rates charged for food and lodging, the financial management of the various homes, and the care exercised by home officials in placing immigrants, particularly young women, in employment, were all subjects about which the Commission desired first-hand and accurate information. Forty-four representative immigrant homes, in seven cities, were carefully investigated and reported upon. The methods employed in carrying on the investigation have already been described. The details of the investigation will be found on pp. 144 to 176 and in Appendix A.

In the majority of cases the homes investigated were located in respectable neighborhoods, but in a number of instances homes were located on streets of doubtful character and among vicious and

squalid surroundings. Many of the homes, accommodating both men and women, or accommodating women and girls only, were managed by men and had no matrons on the executive staffs. Many of the homes lodging both men and women had no separate sleeping floors for the women, and as a rule the toilets in these homes were used in common by both sexes.

About two-thirds of the homes investigated were clean, comfortable, and sanitary, and about one-third were overcrowded, badly ventilated, filthy, and insanitary. When the representatives of a certain home were debarred from the immigrant station by the Commissioner of Immigration in August, 1909, on the ground that the home was not a fit place for immigrants to go to, the chairman of the executive committee of the home asked the commissioner to state the reasons for his action. In reply the commissioner wrote:

For some time past the quarters in which your society receives immigrants have been maintained in a condition of almost indescribable filth, and ordinary sanitary requirements have been disregarded. * * * These facts have, at various times in 1908 and 1909, been reported to a congressional committee by Government agents, who went to the house in order to investigate it. * * * The same atrocious conditions were on August 9, 1909, again witnessed and reported to me by an inspector of this office. That all of these Government agents have been conservative in their statements is now conclusively proved by an investigation conducted a few days ago by the health department of the city of New York, which shows the home's quarters to be grossly insanitary and filthy, some of them being offensive with decomposing animal and vegetable matter. As a result, appropriate orders will be issued by the health department.

In view of what precedes, I am amazed that you should have cared to write me under date of August 11, 1909, that "now the house is in a clean, good condition."

The food furnished in the majority of the homes investigated was wholesome, plentiful, and nourishing; but in some cases it was very bad, lacking much in quality, quantity, and variety. That a number of the homes were conducted as regular money-making enterprises, rather than as philanthropic institutions, was shown by the filthy and insanitary conditions which prevailed in them and by the rates which they charged for food and lodging. Investigation proved that the quoted rates were often much lower than those which were actually charged.

In order to have full information concerning the management of the homes, the Commission sent a letter to the president of the board of trustees, or other responsible official, of each home, asking him to state by what body the home was controlled; how this controlling body was chosen; to whom it was responsible; how frequently it inspected the home; how the controlling body selected the superintendent and other members of the staff of the home; what financial reports concerning the home were rendered to the controlling body; whether the home paid its own expenses, and in case it yielded a profit what use was made of the same, and in case of a deficit who provided for the same.

Replies from a representative number of presidents and other officers showed that boards of directors or executive committees, chosen by the organizations maintaining the homes, were responsible for the management of these homes; and that these responsible bodies regularly inspected the homes under their control, some inspecting once a week, some once a month, and others "whenever called together on matters of interest."

In regard to the selection of the superintendents and other members of the staffs of homes, the majority of answers stated that these employees were chosen by the boards of trustees or by the organizations maintaining the homes at their annual meetings.

The majority of homes, according to the statements received, render monthly or annual financial reports to the boards of trustees or to the organizations maintaining the homes.

It would seem from these replies that the majority of immigrant homes are well supervised and inspected, and that their superintendents and staffs are chosen with a sufficient degree of care. The results of the Commission's investigation, however, hardly support this conclusion. The investigation showed that very bad conditions existed in homes which, according to the letters received, were frequently inspected and closely supervised and whose superintendents and staffs were carefully chosen. It was found that in a good many instances the controlling bodies of homes are not in touch with the situation which actually prevails in these homes, and that they do not appreciate their responsibility for the bad conditions which exist in them.

The greater part of the letters in regard to homes stated that the homes were not self-supporting and yielded no profit. It was surprising to learn that the majority of homes yielded no profit, for in many instances their avowed rates and the rates charged investigators who lived in the homes were so high that they should have been good profit-making institutions. The pastor of the congregation maintaining one home wrote: "The superintendent or mistress of the home pays the congregation \$30 a month and defrays the expenses for all repairs." The published report of a certain home for the year 1905 stated that its profits in that year had enabled it to pay \$744.75 for the expenses of a mission in Bremen and \$1,139.62 toward the expenses of a mission in Hamburg, both of which missions the religious organizations owning the home had undertaken to support.

Much of the time spent in investigating immigrant homes was employed in ascertaining whether or not these institutions adequately protect the morals of the young women and girls who are intrusted to their care. The degree of protection afforded young women while inmates of homes and the degree of care exercised in placing them in employment are shown in the detailed accounts of the investigation of a certain number of typical immigrant homes, presented elsewhere in this report.^a

DISCHARGE OF IMMIGRANT WOMEN AND GIRLS BY IMMIGRANT HOMES AND AID SOCIETIES.

The chief evil in the present situation with respect to immigrant homes and aid societies is the insufficient amount of care which these institutions exercise in discharging young women and girls who have been placed in their charge by the immigration authorities. It is obvious that a heavy responsibility rests upon the institutions assuming charge of this class of immigrants. This responsibility means, of course, the adequate protection of the women and girls while they are inmates of the institutions, but it also means the full protection of these immigrants when they leave the institutions to go out into

^a See pp. 144 to 175, and also Appendix A.

employment. It is the duty of immigrant homes and aid societies to see that the women and girls intrusted to them by the immigration authorities shall, in turn, be discharged by them only under circumstances and conditions that will make it unlikely that these persons will become a public charge. It is particularly the duty of these institutions to see that, when the young women and girls go out into employment, they shall go to positions and surroundings that will not be detrimental to their morals. That the majority of immigrant homes and aid societies do not recognize these duties as binding upon them, and do not exercise a sufficient amount of care in discharging the young women and girls who are intrusted to them, was conclusively shown in the course of this investigation.

It has been explained that one feature of the investigation of each home was to have one of the Commission's women investigators go to the home and ask the manager or other member of the staff to supply her with a girl for work as a servant in an alleged "sporting house" or "fast house." Of the total number of homes investigated by the Commission only about one-sixth refused to place girls in such immoral surroundings. One-half of the homes actually supplied the girls asked for. Some of the homes said that they had no girls at the time, but they would be glad to supply the demand later. A few said that they had no girls and advised the investigator to go to some other home or to an employment agency.

Some of the managers supplying girls for alleged "sporting houses" urged the girls to do just what their mistresses told them to do and to try to give satisfaction. One woman manager said that the Lord had probably sent the girl supplied and the woman employer to the home at the same time, and added that she supposed the latter's "house" was all right. The investigator replied that her house had "never been raided" and was "well protected by the police;" whereupon the manager said that sometimes there were "temptations," and she hoped that the girl would get along all right. One woman manager advised the girl to shut her eyes to the things she did not like, and said that unless things were very bad she did not wish to see her back at the home again within six months. Another told the girl that there would probably be many men around the woman's house, but she should not pay any attention to them; and added that, in her own opinion, it was the girl who always made the first advances. A few of the managers told the girls to return if they did not like the places to which they were sent.

In order to ascertain the degree of care exercised in this respect by aid societies which did not maintain homes, 21 missionaries and representatives of such societies were asked by one of the Commission's women investigators to supply her with a girl for work as a servant in an alleged "sporting house" or "fast house," which was "well protected by the police," and had "never been raided." Seven men (three of whom were or had been clergymen) and four women supplied the girls; one man made every effort to do so, but the girls refused to take the place; one woman agreed to furnish girls, but failed to do so; two men said they could not supply girls, but one of them gave the name and address of a girl who might be secured, and the other directed the investigator to an employment agency which he said would supply the girls. One woman said she understood the

applicant's "house" was immoral, and that it would be on her conscience if she sent a girl to such a place. When offered \$10, the woman said that her society was expected to get places for girls free of charge. The investigator then remarked that money was a good thing to have, whereupon the woman replied that if the money was put in the form of a present she would take it. Only two men (one of whom was a clergyman) and three women refused outright to place girls in such employment. One of the three clergymen who supplied girls, made immoral proposals to the girl supplied (an employee of the Commission, who had asked the clergyman to help her to get a situation), explained to her the bad character of the house into which he was sending her, and said that he would come to see her that night.^a

In order to make the inquiry into this feature of the situation as complete as possible, it was found necessary, as previously explained in this report, to investigate a certain number of employment agencies, the majority of which were either operated in connection with immigrant homes or aid societies or recommended to immigrants by the representatives of homes and societies. Out of 22 employment agencies having a proper legal status—i. e., licensed under the law, only five refused to place girls in situations likely to be detrimental to their morals. Seventeen of these agencies supplied girls for work in an alleged "sporting house" or "fast house," or other establishment the description of which plainly showed its alleged immoral character. Three employment agencies which were unlicensed, but which were recommended by members of the staffs of homes and aid societies, readily supplied girls for the alleged "sporting houses," and the man who conducted one of the agencies explained to the girl supplied the immoral character of the place to which she was being sent. These unlicensed agencies violated the law by charging fees. These fees, of \$1 or \$2, were collected from employer or employee, and sometimes from both.^b

It is believed that in practically every case where girls were supplied to investigators for work as servants in alleged disorderly houses the persons supplying them fully understood the alleged bad character of the places to which they were asked to send the girls. The investigators always took pains to describe their "houses" in terms that would clearly indicate the immoral character of the surroundings in which the girls would be placed, and to this end interpreters were employed whenever necessary. Of all the missionaries, representatives, and managers of homes, aid societies, and employment agencies who were asked to supply girls for this kind of work, only five persons—one woman who was a servant temporarily in charge of a home, one missionary who was not connected with a home, and three women who were in charge of institutions that sometimes housed immigrant women—apparently misunderstood the investigators' explanations with regard to the character of the "houses" which they operated. Even in these cases it is to be remarked that the persons who were asked to supply girls surely ought to have understood the representations which were made to them. It is obvious that missionaries, representatives, and mana-

^a For other details of investigation of aid societies, see pp. 176 to 181.

^b For details of investigation of employment agencies, see pp. 179 and 181, and also Appendix B.

gers of philanthropic institutions in large cities, whose business and duty it is to give moral protection to young women, are not fully qualified to give such protection if they do not understand the meaning of such expressions as "a fast house," "a sporting house," "a house that has never been raided," or "a house that is well protected by the police."

There is one way at least in which these institutions can and should more carefully protect the morals of the young women and girls whom they send out into employment. If they do not know the character of the places to which they are asked to send girls, they ought at least to investigate carefully and find out about these places before allowing the girls to go to them. This applies not only to the case of friendless girls who go into employment, but also to the case of girls who leave the institutions to go to the addresses of supposed relatives or friends. In order to test the degree of care exercised in this regard by immigrant homes, the Commission made an investigation of the addresses of 228 immigrant girls who were discharged by the immigration authorities to the missionaries and representatives of 11 homes and reported upon by the managers of these homes as having been placed at the addresses indicated. These addresses were taken at random from the official reports of the homes, and were investigated within one to seven months from the dates on which the girls left the homes. One hundred and seventy-eight of these addresses were correct, for the girls were, or had been, at the addresses stated. Of the remaining 50 addresses, 39 were false, for the girls had evidently never been at the addresses given; 2 were houses in which there were prostitutes who were night-court cases; 1 was a house of prostitution known by the police as a "call house;" and 8 were fictitious—i. e., nonexistent addresses.

Not only should immigrant homes and aid societies carefully investigate the addresses to which they are asked to send girls before complying with such requests, but they ought also to make an investigation of these addresses after the girls leave their care to go to them. If they find that some of the girls never reached the places to which they were sent, they should report this fact to the immigration authorities. Out of the total number of homes investigated by the Commission, only one adequately protected immigrant girls by investigating the addresses to which the girls were sent both before and after the girls left the institution. The attention of the reader is particularly directed to the detailed account of the various methods employed by this home (Home No. 1) in protecting the immigrant girls whom it places in employment or sends to the addresses of relatives or friends.^a

Since the investigation was made the commissioner of immigration at Ellis Island has taken vigorously in hand the question of immigrant homes and societies, has verified many of the Commission's conclusions by later independent investigations, and by vigorous action has stopped many of the most flagrant abuses. In several cases he excluded representatives of the homes from the station till complete reformation had been secured. The homes are now regularly inspected, official escorts to their destinations in the city are furnished at nominal rates to immigrants needing them, and conditions are greatly improved.

SOME REPRESENTATIVE IMMIGRANT HOMES.

It is not considered necessary, for the purposes of this report, to publish a complete and detailed account of the investigation of each one of the 44 immigrant homes which were examined by the Commission. The principal data collected with reference to all of these homes is contained in a condensed and tabular statement which appears as Appendix A of the report. It is thought best, however, in order to show as clearly as possible the general character of these institutions, to submit a full and detailed account of the investigation of a certain number of typical and representative homes.

The 44 homes investigated by the Commission may be divided, for the purposes of this report, into three classes:

I. Homes where the accommodations and living conditions were good and where no material exception was to be taken to the moral standards of the management.

II. Homes where (a) living conditions were bad, but no criticism was to be made of the moral standards of the management; (b) living conditions were good, but the moral standards of the management were lax.

III. Homes where living conditions were bad, and where the moral standards of the management were obviously objectionable.

The homes which are taken as typical of their respective classes, and which are described at length, are:

Class I. Home No. 1.

Class II. Home No. 3, Home No. 26.

Class III. Home No. 2, Home No. 4, Home No. 5, Home No. 23.

CLASS I. UNOBJECTIONABLE HOMES.

Of the total number of homes investigated by the Commission only three—Home No. 1, Home No. 32, and Home No. 43—were properly to be placed in the class of substantially unobjectionable institutions.^a As an illustrative example of conditions obtaining in this class, there is submitted herewith a detailed account of the Commission's investigation of Home No. 1.

HOME NO. 1.

Home No. 1 accommodated women and girls. It was founded by a woman in 1904 for the shelter and protection of immigrant girls of a specific race, and, in the main, it was supported by a fund left for that purpose. It occupied an old-fashioned brick building in a tenement neighborhood and had a capacity of from 20 to 25 persons. The superintendent, who was also resident manager of the home, was of the race assisted by the home and had been trained in a school of philanthropy. She had one assistant, the household work being done by servants.

The superintendent said that the home was a philanthropic institution and moderate rates were charged—i. e., 50 cents per day or \$3 per week—for food and lodging, but that accommodations were free to immigrant girls who were without funds and were of the race for which the home was established.

^a See Appendix A.

The home was comfortably furnished, scrupulously clean, well ventilated, supplied with adequate bathing facilities, and in good sanitary condition.

The superintendent stated that the home maintained no representative at the immigrant station, but that it was indirectly represented there by the agent of another society, and that all unmarried immigrant women and girls who were discharged to this agent were cared for in the home. The superintendent had an annual pass to the immigrant station and went there for the purpose of escorting to the home the immigrants who were discharged to the agent. For this service the girls were at no expense beyond that of their own car fare.

The majority of the inmates were immigrants who had been brought directly to the home from the immigrant station, but a few immigrant girls who were seamstresses or worked in shops, and who had no relatives in this country, made the home their permanent headquarters. In August, 1907, five such girls were living in the home.

The superintendent estimated that about 1,500 girls had been accommodated in the home in 1906, and about 4,000 girls in all had been assisted in the three years of the home's existence. She showed a card catalogue which she said contained the records of all the girls who had been inmates of the home. Statistics compiled by an agent of the Commission from the records of one discharging division of the immigrant station showed that in the calendar year 1907 over 2,100 immigrant women and girls had been discharged to the home by this division.

The superintendent stated that the home exercised the greatest possible care in placing immigrant girls with relatives or friends or in situations. After the girls were registered in the home she took any addresses of friends or relatives that they might have, and she or her assistant investigated these addresses before the girls were allowed to leave the home. Effort was made to ascertain in each instance whether the relatives or friends lived at the addresses given by the immigrant girls, how many rooms they had, how many there were in the family, and whether they kept boarders. When relatives or friends were found to be unfit for the custody of immigrant girls, or were keeping boarders (in the congested districts occupied by this race the entire household often slept in one room), the girls were placed in good situations, with or without the permission of such relatives or friends. On one occasion the superintendent had been compelled to destroy an address brought by an immigrant girl in order to prevent the girl from falling into the hands of persons whom she knew to be of dissolute character. Immigrant girls, she stated, were never discharged by the home to single male relatives. Immigrant women and girls who came to prospective husbands and who were discharged to the home were married before they were allowed to leave the home.

When girls were placed with relatives or friends in the city, the superintendent or her assistant or some other responsible person always accompanied them to their destinations. When girls were destined to friends or relatives in another city, the superintendent of charities in that city, or a specific women's society, was asked to investigate the friends or relatives and notify the home of the

results. If the answer was satisfactory, the girl was forwarded. Also, within a short time thereafter a letter was written to the girl from the home. If she failed to answer this letter, the aid of the superintendent of charities or of the specified society was again asked in her behalf.

While an agent of the Commission was at the home, the superintendent's assistant returned from making an investigation of two addresses given by an immigrant girl. She reported that one of the addresses was false, and that, with respect to the other, the people had lived there but had moved away. The superintendent directed her to bring the girl into the sitting room. The girl came in weeping. The superintendent reassured and soothed her, told her in her own language that they had not been able to find her relatives, and asked her if she had any more addresses. The girl produced nearly a dozen, written on scraps of paper. These were deciphered, copied, and given to the assistant to locate.

The superintendent said that every immigrant girl was investigated within two months after she had been placed with friends or relatives, adding that she was just going out to look up a girl whom she had placed about two weeks before. This immigrant girl had come to the United States to live with an aunt, but the aunt had not met her at the immigrant station, so the girl had been sent to the home. The superintendent located the aunt, and found that she, her husband, and baby were boarding with a woman in a tenement in which the aunt expected to get a housekeeping apartment for her family. The woman with whom they were boarding had other boarders, some of whom were men. Under these circumstances, the superintendent refused to discharge the girl to the aunt. It was finally decided, however, that the aunt should pay for the girl's board and lodging with a woman who had no other boarders and who lived in the same tenement. The superintendent, at the time of the call by the Commission's agent, was going to see whether the aunt had kept her agreement. Accompanied by the agent of the Commission the superintendent went to this house, and found that the aunt and family were just about to move into an apartment, and that the immigrant girl was still with the woman in whose care she had been placed. The superintendent gave the girl a card bearing the address of the home and told her, in her own language, to come to the home on the following Monday night at 8 o'clock for a lesson in English. She taught her to say the day and hour in English, and secured the promise of the aunt to send her at the time specified and to have some one call to take her home. While returning from this investigation, the superintendent tried to locate the relatives of an immigrant girl who was then an inmate of the home. Five calls, which necessitated walking a considerable distance and climbing many stairs, were made in this endeavor.

During the winter months, according to the superintendent, the home conducted about 20 weekly girls' and women's clubs.

The superintendent said that girls were placed in employment only with persons who were known at the home or who brought good references. While an agent of the Commission was at the home a woman called to get a maid, and stated that a certain

woman, who was well known at the home, had sent her and would vouch for her reliability. The superintendent said that the woman given as a reference had already telephoned in regard to the applicant. The applicant gave her name and address and said that she would pay \$12 per month wages. A girl who was staying in the home between situations was called. After some conversation, the woman said that she would take the girl, and the girl went to her room for her baggage. The superintendent then explained to the woman that the girl needed a great deal of supervision and would require some patience but was willing to learn; the woman said that she could not pay much, but that she would be glad to help and to teach the girl. No employment fee or donation was given by the woman or by the girl, but the woman paid 50 cents for the girl's one day's food and lodging in the home, and said that she would deduct the amount from the first month's wages. This transaction was fully explained to the girl in her own language and took place with her consent.

In January, 1909, a young woman who was in the employ of the Commission went to this home and said that she had just come from Philadelphia, had been directed to the home by a policeman, and wished to secure a situation. The superintendent's assistant said that the superintendent was out, but would return before very long. At the end of an hour the superintendent had not returned, and the assistant then directed the investigator to go to a certain philanthropic institution, where she could be cared for over night and a position could be secured for her.

A woman in the employ of the Commission went to this home in January, 1909, and asked to be supplied with a girl for her "house." The superintendent asked the woman what her house was. The woman replied that it was "a furnished room and sporting house," and that the girl would be required to open the door for, and wait upon her customers, and do just what she told her to do. The woman further stated that she wanted a girl who would mind her own business, for her house had "never been raided or troubled by the police," and was "well protected." The superintendent at first said that there were no girls in the home, but on second thought told the woman to call at the home at a specified time. When the woman called at the appointed time and asked whether the superintendent had procured a girl for her, the superintendent replied that she had forgotten all about the matter, and advised the woman to apply to an employment agency. Later, when a girl in the employ of the Commission was in the home waiting for employment, the woman called again and made application for a girl; but the superintendent's assistant told her that the superintendent was out of the city and would not be back until the following week, and that there were no girls in the home.

The addresses of 26 immigrant girls who had been discharged to this home by the immigration authorities within a period of two months, were investigated by agents of this Commission within five months after they were discharged to, and placed by, the home; all of the girls were, or had been, at the addresses given by the home.

CLASS II. HOMES OBJECTIONABLE EITHER BECAUSE OF BAD LIVING CONDITIONS OR BECAUSE OF LAX MORAL STANDARDS.

The homes properly coming within this class are Nos. 3, 7, 8, 9, 10, 11, 12, 14, 15, 16, 17, 18, 19, 22, 24, 25, 26, 28, 29, 31, 34, 35, 36, 37, 38, 39, 40, 41, 42, and 44.^a Of these, Home No. 3 and Home No. 26 are typical and representative, and full reports thereon are accordingly submitted.

HOME NO. 3.

Home No. 3 accommodated both men and women. It was established, according to an official statement on file at the immigrant station, by a religious organization in 1895 for the purpose of assisting, bodily and spiritually, immigrants of a specific race and religion. It depended for its support upon the religious organization which established it and upon the money received from inmates. The organization establishing it also maintained homes (No. 24 and No. 39) in two other cities.

This home occupied a four-story building in a warehouse neighborhood in the wharf district, and was said to accommodate about 80 persons.

The executive staff consisted of a manager, a nonresident pastor who was a missionary, and a man who acted as the home's representative at the immigrant station. This representative also served as clerk and seemed to be the most active person in the management of the home. There was no matron on the executive staff.

According to the home's official statement on file at the immigrant station, immigrant inmates were charged 25 cents per night's lodging and 25 cents per meal. The manager told an agent of the Commission in August, 1907, that the regular immigrant rates of the home were 65 cents per day or \$4 per week. This included food and was for lodging on the third and fourth floors. For second-floor rooms accommodating two persons \$1 per day was charged—50 cents for each occupant—and meals were extra. When the agent asked the pastor about the rates of the home, he said that men were charged \$1 per day, or \$5 per week, for food and lodging, that girls were charged \$4 per week for food and lodging, and that immigrants who were unable to pay were cared for free of charge.

A girl who was in the employ of the Commission, and who lived in this home for purposes of investigation in March, 1908, asked on entrance the price of lodging, and was told by the manager that \$1 per day was charged for lodging in a single room. She then asked if that was the cheapest rate, and he replied that there were some larger rooms in which four or five persons slept for which 25 cents per night was charged. She then paid him \$1 for a single room and was assigned to a room on the second floor. During her five days' stay in the home she paid a uniform rate of \$1.75 per day for food and lodging.

A young immigrant woman who was discharged to this home in April, 1903, made affidavit in April, 1908, that she stayed three days in the home, that the rates posted in her room were 25 cents for lodging, 25 cents for dinner, and 15 cents for breakfast and supper, but

^a See Appendix A.
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that when she paid her bill, the man who was the home's representative at the immigrant station charged her \$9 for three days' food and lodging.

The food furnished inmates while the investigator of the Commission was living in the home was wholesome, plentiful, and sufficient in variety. Breakfast consisted of cereal, meat, eggs, hash, potatoes, bread and butter, and coffee. For dinner, soup, meat, potatoes, and bread and butter were usually served, and for supper, cold meat, bread and butter, jelly, and tea.

The first floor of the home was divided into an office, a sitting room, and a dining room; the three upper floors contained the bedrooms. The toilets on the upper floors were used in common by both men and women.

The room occupied by the investigator was on the second floor. It was furnished with a dresser, a chair, a washstand on which were towels and a pitcher of water, and a comfortable folding bed with a mattress, two clean sheets and blankets, and a dirty bedspread.

In 1907 and 1908 this home was represented at the immigrant station by two men, one of whom was a minister. The official records at the station show that both of these men had represented the home as far back as the year 1904. According to the manager, several missionaries at the immigrant station who were not connected with homes placed immigrants discharged to them in this home.

In August, 1907, the manager stated to an agent of the Commission that the home was headquarters not only for newly arrived immigrants of the specific race assisted, but also for persons of that race who were out of employment or were passing through the city. In March, 1908, the home furnished accommodations to a girl in the employ of the Commission who said that she had just come from Philadelphia, where she had been employed as a waitress, and wished to stay in the home until she could secure employment.

The manager stated that immigrants who were brought to the home from the station were placed either with friends or relatives whom the home located, or in situations; that the majority of the men immigrants were laborers and many went to work on farms, while the majority of the women and girl immigrants went into domestic service. He said that the longest time that an immigrant had ever stayed in the home was a month, the average length of time being from one to three days. When the manager was asked what measures were taken for establishing the truth of the claims of relatives and friends who came to the home for immigrant girls, he replied that immigrants usually recognized their friends or relatives and this served to identify them. He said that there was no investigation of the relatives or friends of immigrant girls either before or after the immigrants were placed with them, but the girls were told to return to the home within a few days for mail, and were then questioned about their friends or relatives.

The manager also stated that no investigation was made, in the case of girls sent out to employment, either before or after the girls were placed in the situations. If a girl reported difficulties, the home investigated, and, in case of trouble between the employer and the girl, acted as arbitrator. The home never allowed girls to go to work in factories of any kind, but placed them in domestic service.

When there were no applications for employees at the home, the immigrants were sent to a free labor bureau.

The pastor connected with the home said that special attention was given to the care of immigrants girls and those who stayed in the home when out of employment. He stated that no man was allowed to take an immigrant girl away from the home, except the girl's father or brother, and that in all cases the home required a reference for the relative from some responsible person, and also sent a man to the relative's address to make sure that he was a proper person to receive the girl immigrant. He also said that girl inmates were placed in employment only with married persons who were known at the home or whose addresses were investigated. In spite of these statements, the home's representative at the immigrant station recommended to a girl investigator who was living in the home a licensed employment agency which, on investigation by the Commission's agents, placed a girl in an alleged immoral house.

The manager estimated that the home cared for about 2,000 immigrants in a year and that it also accommodated each year about 3,000 persons who were passing through the city en route to Europe. The pastor was of the opinion that between 250 and 300 girls were discharged by the immigration authorities to the home every year and that the whole number of immigrants discharged in a year approximated 1,500. Statistics compiled by an agent of the Commission from the records of one discharging division at the immigrant station showed that in the calendar year 1907 about 250 immigrants were discharged by the immigration authorities to this home.

The room occupied by the girl investigator who lived in the home in March, 1908, had two doors, one of which opened into a hall, while the other, which could not be locked, opened into the nonresident pastor's office. The representative of the home continually made this communicating door an excuse for entering the investigator's room in order to get into the pastor's office. As this representative seemed to be the most active person in the management, the investigator asked him about the possibility of securing a situation through the home. He said that the next couple of days, i. e., Friday and Saturday, were bad days for getting work, but that he would place her in a situation on the following Monday.

On Monday morning about 8 o'clock the investigator was awakened by a knock on her door. She arose at once and began to dress. While she was dressing the knocking was repeated; she went to the door, opened it a few inches and asked what was wanted, and the representative pushed his way into the room. He said that he had secured a position for her and was going to send her to a "lady friend" of his who would take good care of her. He then made immoral proposals to her and tried to criminally assault her.

On the fifth day of the investigator's stay in this home, a woman who was in the employ of the Commission went to the home and asked the representative to supply her with a girl. The representative said that he had no girls for her, but when she said that a lady at another home had told her that she could get a girl at this home he asked what she wanted the girl for. The woman showed him a business card which stated that she was a manicurist, gave him a false name, and the address of an alleged "disorderly flat," and said that she wanted a girl

to open the door for her "customers." He said that there was one girl in the home who might do. The woman tried to tell him the alleged bad character of her business, but he interrupted her by saying that he did not care anything about her or her business; that the girl in question came from Philadelphia, and he did not know anything about her and did not care into what kind of a place she went to work. The girl in question, who was the investigator in the employ of the Commission, was called into the office. The woman again told the representative in the investigator's presence that she needed a girl to act as doorkeeper in her establishment, and then asked the investigator whether she was particular about what she did. The investigator replied that as long as she got her wages she was not. The woman handed the representative her business card, which he glanced at and threw aside. The woman said that she had no references, for her card would explain her business, but before she could explain further the representative interrupted her by saying that it was "all right," for the girl was not an immigrant girl, and he had no responsibility in regard to her. He added that he did not care where he sent "this girl"; that if she had been an immigrant he would have required a reference, but that he was compelled to investigate only in the cases of immigrant girls. The representative then asked the investigator if she wanted to take the place; she replied that she did, and went upstairs to get her baggage. The woman offered to pay a fee for the girl, but the representative refused to take a fee or a donation. He then followed the girl upstairs, told her that he was glad for her sake that she had secured such a good place, and tried again to become offensively familiar with her.

While the representative was upstairs talking with the investigator, the nonresident pastor connected with the home entered the office and asked the woman what she wanted. She replied that she was waiting for the Philadelphia girl, who had accepted employment with her in her flat on a certain street. She also stated to the pastor that if the girl became "nosey" in the flat, she should send her back to the home. The pastor said he thought that the girl would suit. When the investigator came into the office ready to go with the woman, the pastor invited her to attend his Sunday afternoon meetings in the home. The woman and the investigator then left the home together.

A young woman immigrant who arrived at the immigrant station in April, 1903, made affidavit in April, 1908, that she was 19 years old when she first came to the United States and that she was detained four days at the station, and was then discharged to this home in the care of the representative already mentioned. The representative told her that he had the "right over her" for one year. On one of the mornings of her stay in the home the representative entered her room, closed the door, and became offensively familiar with her, telling her that she need not be obstinate, for "it was that way all over America." She succeeded in pushing him out of her room, but was so terrified that she went back to Europe by the same ship on which she had come. A year later she returned to the United States with a friend of her mother's.

The addresses of 19 immigrant girls who had been discharged to this home by the immigration authorities within a period of three months were investigated by agents of the Commission within four

months after they were discharged to, and placed by, the home. Eleven of the girls were, or had been, at the addresses given by the home; four had been discharged to another home (No. 17);^a in three instances the girls had never been at the addresses given, and no trace of them could be found at these addresses, and in one instance the address was nonexistent. When the immigration authorities asked the home concerning the whereabouts of one girl who had been discharged to, but had never been in, the home, two girls whose addresses were false, and one girl whose address was nonexistent, the home replied, giving a false address for the girl who had never been in the home, repeating the nonexistent address of one girl, and giving new addresses for the whereabouts of the two girls whose addresses were false. One of these new addresses was investigated, and the results showed that the girl had been there and that the address which the home had first reported to the authorities as the one to which they had discharged the girl was false.

HOME NO. 26.

Home No. 26 accommodated both men and women. It was established about 1888, according to the superintendent, by a religious organization for the purpose of furnishing comfortable and cheap accommodations for immigrants, persons out of employment, and persons passing through the city, and providing free accommodations for those without funds. In 1906 a branch was opened in a near-by city for the accommodation of immigrants arriving by two steamship lines whose docks were in that city. The superintendent said that the money paid by the inmates met about two-thirds of the home's annual expenses, and that the religious organization which had established the home paid the deficit. The home occupied a double four-story and basement wooden building in a tenement neighborhood near steamship docks. It was said to accommodate from 50 to 60 persons, and, on one occasion, to have lodged as many as 110 persons.

An agent of the Commission visited this home in July and in September, 1908. On the first visit the agent talked with the cook, who said that she was also the housekeeper, and was temporarily in charge while the superintendent was absent on a vacation. On the second visit the agent talked with the superintendent. The superintendent, who was of foreign birth, stated that she managed the home, kept the record books, made all reports in regard to the home, and placed girls in situations. In her capacity of missionary, she visited the steamship docks and the detention rooms, and brought to the home those immigrants who were ill, those who needed a rest before proceeding to their destinations, and those who were discharged to her by the immigration authorities. When she was at the steamship docks or out of town the cook was in charge. Two maids assisted the cook with the household work, and a porter was also employed in the home.

Both the superintendent and the cook stated that the rates of the home were 25 cents per night's lodging and 25 cents per meal, i. e., \$1 per day, or \$3.50 per week, for food and lodging. The superintendent said that the home never charged more than \$1 per day, the charge usually being less, and that she decided the amount to be charged according to the inmate's ability to pay. She said that the

majority of inmates stayed less than twenty-four hours and paid 25 cents per meal and 25 cents per lodging. A woman who was in the employ of the Commission and who lived in the home for over a week for purpose of investigation, was charged at the rate of \$3.50 per week for food and lodging.

The superintendent of the home said that she sold steamship tickets for the Cunard and White Star steamship lines, and that the commission on the tickets was her personal gain and was never accounted for to the organization maintaining the home.

During the investigator's stay in the home, breakfasts usually consisted of oatmeal, bread and butter, coffee, with milk and sugar, and whatever was left over from the preceding day, such as potatoes, baked beans, or cold meat. Dinner usually consisted of one kind of meat, potatoes, bread and butter, tea, with milk and sugar, and occasionally a pudding or fruit. Supper consisted of bread and butter, tea, with milk and sugar, any meat that was left over from dinner, and sometimes cold sliced potatoes. The food was well cooked and sufficient in quality, quantity, and variety.

The first floor of the home was divided into a narrow entry with inclosed stairway, a chapel, two men's dormitories, a bathroom, a furnace room, and a trunk room. The men's dormitories had an outside door and also an entrance from the chapel. The second floor contained the office, inmates' sitting room and dining room, kitchen and pantry, laundry, and the superintendent's private dining room. The third floor contained the superintendent's suite of two rooms and bath, bedrooms for guests, and a bathroom for the use of inmates, with a toilet next door to the bath. The fourth floor contained bedrooms, accommodating from one to four persons, for women and girl inmates, a wash room, with stationary bowls, supplied with hot and cold water, and a toilet.

The home was supplied with electric lights and with radiators, and the majority of the rooms were adequately lighted and ventilated. The home was scrupulously clean throughout and in good sanitary condition. On one of the nights of the investigator's stay in the home, 23 persons were provided with lodging, and on the following morning all of the bed clothing was removed from the rooms and taken downstairs. Two days later it was put to soak with a disinfectant in the water, and on the next day thereafter was thoroughly washed and boiled. The beds were also washed and treated with a disinfectant.

The superintendent stated that in the fiscal year 1907, 1,411 persons were accommodated in the home, of whom 589 were women, 165 were children, and 657 were men. In the same year 311 persons were accommodated in the branch house in a near-by city.

The majority of the inmates of the home were persons returning to Europe, or servant girls who were out of employment. Few immigrants were discharged to the home by the immigration authorities. During the investigator's stay in the home the superintendent met several steamers, but brought no immigrants to the home. The cook told the investigator that the superintendent did not like many immigrants in the home because it was too much bother.

The superintendent's manner toward inmates was pleasant, but indifferent; she showed little interest in their welfare. Religious services were held in the home on Sunday; the superintendent read

from the Bible in a foreign language, prayer was offered, and a hymn was sung.

In June, 1908, a woman who was in the employ of the Commission went to this home one day at 9.30 a. m. and told the person in charge, whom she later learned was the cook, that she had just come from New York City, that a friend had failed to meet her at the train, and that she wished to stay in the home until she could secure a situation. The woman was told to wait in the sitting room until the superintendent returned. The superintendent came in about 1 p. m. and the woman repeated to her what she had told the cook. The superintendent remarked that she presumed the woman could wait there, and went into another room. The woman was not summoned to the mid-day meal and remained waiting in the sitting room until about 6.30 p. m., when the cook came in and asked whether she would like a cup of tea. On being answered affirmatively, the cook took her to the dining room and gave her some tea. After drinking her tea the woman returned to the sitting room. She remained there until about a quarter before 9, when the kitchen maid came in and started to take her to a bedroom. The cook then called to her to come and write her name in the record book.

One day during the investigator's stay a man brought a little immigrant girl of about 16 years of age to the home. This girl had arrived by steamer the day before and had been sent to a suburb by mistake. She was then returned to the city and eventually brought to the home. On the third day of the girl's stay in the home one of the maids called her downstairs. The investigator followed and learned that a young woman, who said that she was a friend, had come for the girl. After paying the cook some money the young woman took the girl and without question or investigation left the home.

On another day, about 1.30 p. m., two girls, about 15 and 17 years of age, respectively, were brought to the home by a missionary at the immigrant station who was not connected with the home. These girls told the investigator that their friends had not met them at the dock and that the missionary, who had seen them waiting after every one had left, told them to go with her to the home. After leaving word as to their whereabouts with the dock master they had gone with the missionary. While the two girls were waiting in the sitting room of the home the superintendent passed through the room, asked whether they were waiting for friends, and went on without stopping for an answer. About 4 o'clock two women, who said that they were, respectively, sister and cousin of the girls, called and took the girls away with them. No one on the staff of the home showed any interest in the girls or questioned the women who took them away.

One night about 8.30 o'clock, while the investigator was in the home, the superintendent turned a woman and her child, a boy about 6 years of age, out of the home because the boy refused to obey his mother and come in from the street when called. When the woman asked where she might stay overnight she was told to go to a near-by home (No. 23).^a

A servant girl who was staying in the home between situations advised the investigator not to talk with the cook or the other servants,

^a See p. 169, and also Appendix A.

and added that she herself had once criticized the meals of the home to one of the servants and the superintendent had kept her out of the home for a period of two years.

The superintendent told an agent of the Commission that she secured employment for inmates and was usually able to place them with persons who gave good addresses or were church people; girls were never placed in lodging houses or in widowers' families. She said that she never investigated persons or places either before or after girls took the situations, but that the majority of the girls returned to the home from time to time; if they failed to come they passed out of her mind. When asked whether girls who had "fallen" ever returned to the home, the superintendent replied that they occasionally did; that their disgrace was in some cases caused by a member of the family for which they worked, and in other cases by friends of their own choosing. She said that after the girls left the home she had no right to look them up, and their employers would resent any such action on her part.

The superintendent said that girls staying in the home sometimes wished to go to employment agencies to secure situations, and when they did she directed them to specific agencies whose proprietors she knew and could vouch for. In August, 1908, two of these specified employment agencies each supplied a girl to a woman in the employ of the Commission who said that she had a manicuring establishment with a "sporting house" in connection. In one agency, the woman asked the person in charge to explain to the girl the avowedly bad character of her "house," adding that she was not giving her real name either to the girl or to the agency, and receiving assurance that it was not necessary in either case. In the second agency, the woman told the person in charge that she had a furnished-room house and "sporting house," which might be called a "fast house;" that her house "had never been raided" and was "well covered by the police;" that the girl would be required to be on night duty, and that she could add to her wages by "doing business on the side." The girl supplied asked the woman in charge of the agency what a "fast house" was, and the latter replied that it was a place where men went and the girl would have to do everything that the men wanted her to do. The woman paid a fee of \$1 at both agencies and received receipts for the same.

In August, 1908, the cook, who was in charge during the superintendent's absence on a vacation, supplied a girl inmate, who was one of the Commission's investigators and who said that she was anxious for work, to a woman, also an employee of the Commission, who came to the home and made application for a girl for work in her alleged massage parlors. The woman told the cook, in the presence of the girl supplied, that in addition to her massage parlors she had rooms for men lodgers; that her house was "well protected by the police" and "would never be raided;" that she would pay \$20 per month wages, and that the girl could add to this by "doing business on the side." When the woman asked the amount of the fee, she was told that no fees were charged, but she might give a donation if she wished. The woman gave 25 cents, and after writing down

her name and address—which were false—left the home with the girl supplied.

In September, 1908, a woman in the employ of the Commission went to the home while one of the Commission's investigators was in the home waiting for a situation, and told the superintendent that she wished to be supplied with another girl for her lodging house. The superintendent said that she never allowed girls to go into lodging houses because girls had come to the home and told of troubles from such situations, but that she had an English girl in the home who had come from New York City the night before and was anxious for work. The superintendent called in this girl, who was the investigator above referred to, and the woman told her, in the superintendent's presence, that she had a lodging house where she accommodated transients; that she had paid for police protection, and her house would "never be raided or troubled," and that she wanted a girl who would "neither see nor talk too much." She said that she would pay \$25 as wages for the first month, and more later, and that the girl could "do a little business on the side" if she wished. The superintendent asked whether both men and women came to the house, and the woman replied that she ran her house to make money and took everybody who came. The superintendent then said that the woman's house was a "house of ill fame" and the woman could not get a girl from the home. The woman remarked that different people called things by different names. The superintendent replied that there was only one name for "doing business on the side;" that the home stood for Christianity and purity, and that the woman should go away and never come back.

After the woman had left the home, the cook told the superintendent that the same woman had been at the home before and had secured a girl, and had spoken of the police. The superintendent became very angry, and said that that was the result of going away and having no one to leave in her place.

CLASS III. HOMES OBJECTIONABLE BOTH BECAUSE OF BAD SANITARY CONDITIONS AND BECAUSE OF LOW MORAL STANDARDS.

The homes properly to be placed in this class are Nos. 2, 4, 5, 6, 13, 20, 21, 23, 27, and 30.^a Fairly typical of the conditions which exist in institutions of this class are those which were found in Nos. 2, 4, 5, and 23, and which are fully described in the following reports on these four homes:

HOME NO. 2.

(First investigation March, 1908.)

Home No. 2 accommodated both men and women. It was established in May, 1906, by a society for the purpose of assisting newly arrived immigrants of a specific nationality. In August, 1907, a vice-president of the society told an agent of the Commission that the home depended for its support upon the society's membership dues, upon donations, upon the money received from inmates, and upon an annual subsidy of \$4,000 from a foreign government. The

^a See Appendix A.

home occupied a four-story building in a residential neighborhood and was said to accommodate about 75 persons.

The staff of this home consisted of a manager, a clerk, a nonresident official who was a vice-president of the society and who visited the home for the purpose of supervision, and an old man who acted as porter. There was no matron on the staff.

The vice-president of the society told an agent of the Commission that the rates of the home were 60 cents per day for food and lodging, but that accommodations were free to immigrants of the race assisted who were without funds. A girl who was in the employ of the Commission, and who lived in the home for purposes of investigation for three days in March, 1908, was charged 15 cents per meal and 30 cents per lodging in a room accommodating four persons.

During the time that the investigator spent in the home, the food served to the inmates was lacking much in quality, quantity, and variety.

The first floor of the home was divided into an office, a dining room, and a sitting room; the three upper floors contained the bedrooms.

The investigator had a room on the third floor, which was furnished with four cots, a chair, and a looking-glass. Each cot was supplied with a mattress, a pillow, one sheet, and one blanket. No soap or towels were provided and the investigator was obliged to use the sheet as a towel. The bed clothing was dirty and foul smelling and was badly infested with bedbugs.

Filthy and insanitary conditions prevailed throughout the home; the bathtub could not be used at all because the faucets had been removed, and the toilets were very filthy. At the time of the investigator's stay (March, 1908) the weather was very cold, but there was no heat whatever in the home.

In the year 1907 this home was represented at the immigrant station by four men, one of whom was a priest. This priest, according to the statements of several missionaries, frequently arrived at the station so intoxicated that he was entirely unfit to attend to his missionary work. These statements were brought to the attention of the immigration authorities by an agent of the Commission, and in 1908 the priest's name was not included in the official list of representatives of the home.

The society's annual report for 1906 stated that 5,145 immigrants were lodged and cared for in the home from May 20, 1906, to December 31, 1906; of these, 1,922 had come from the immigrant station and 75 from the consulate of the specific nationality assisted by the home. One hundred and twenty-nine cases were appealed from the decisions of the board of special inquiry to the Secretary of Commerce and Labor, and of these 127 were won. "Six hundred people," the report said, had "found good employment through the home, while the remainder of the immigrants were discharged in the care of relatives or friends, so that it was absolutely impossible for these people to fall into the hands of sharpers and traders in human souls."

The manager of the society stated that the home secured employment free of charge for persons who stayed at the home between situations for immigrants who came manifested to the home,^a and for those

^a An immigrant is said to be manifested to the address which is given on the ship's manifest, or list of passengers, as his or her destination in this country.

who were discharged by the immigration authorities in the society's care and who could not be placed with friends or relatives. The majority of the immigrant men were placed as laborers; the majority of unmarried immigrant women and girls went into domestic service. The vice-president said that inmates were placed only with reliable persons who were recommended by a member of the society or by a person known to the society, but the great amount of work done by the society made it impossible to investigate any of the places into which men, women, or girls were sent, either before or after they left the home.

In March, 1908, a girl who was in the employ of the Commission went to this home and stated that she had just come from Philadelphia, where she had worked as a maid in a private family, and that she wished to stay in the home for a few days. Upon being assigned to a room, she asked the clerk with regard to the rates charged and whether anyone shared the room with her. To this the clerk replied that he also slept there. She asked him what he meant, and he answered that he slept "through the house."

On the third day of this investigator's stay in the home, another of the Commission's women investigators went to the home and, in order to ascertain the character of the management, asked the clerk, in the presence of the manager and an official of the society, whether she could engage a servant girl. The clerk replied that there was only one girl in the home, but that this girl would go with the woman for a good price. Upon being asked whether they were particular about the places into which they sent girls the clerk replied that they were not. The woman then told the three men that, with her sister, she conducted a "disorderly flat" at a certain address; that she already had three or four girls there, and that she wanted a girl to act as servant and open the door for the customers of her place. The clerk said that was "all right," and called in the girl, i. e., the Commission's investigator, who was then living in the home. The woman explained to this girl in the presence of the three men that she kept a "disorderly flat," and that she would pay \$25 per month wages if the girl would go with her. Before the girl agreed to accept the position, the woman asked the clerk whether he thoroughly understood what the girl was wanted for, and he said that he did. The woman then signed a paper stating that she had engaged the girl, and handed to one of the men a card which stated that she was a manicurist, and which gave the address of her alleged "disorderly flat." When asked whether there was any charge, the official of the society replied that the home was run by a charitable association and if the girl suited they would accept a little donation.

The addresses of 20 immigrant girls who had been discharged to this home by the immigration authorities within a period of four months were investigated within five months after the girls were discharged to, and placed by, the home. Eleven of the girls were, or had been, at the addresses given by the home; in 7 instances the girls had never been at the addresses given, and no trace of them could be found at these addresses; in 2 instances the addresses were nonexistent.

(Second investigation, February 1909.)

In February, 1909, the Commission was informed that the old staff of this home had been discharged and the management of the institution placed in entirely different hands. It was thought best therefore to make a second investigation of the home. Accordingly the same girl investigator who lived in the home in March, 1908, again went to the home (in February, 1909) and, upon stating that she wished to stay there until she could secure a situation, was admitted to the home and assigned to a room.

The investigator learned that the members of the staff who were in charge of the home at the time of her former stay had been dismissed, and a new manager, a new clerk, and a new nonresident supervisory official elected in their places. The same old man who had acted as porter still filled that position, and, with his son, passed the plates of food at the table and made the beds.

The investigator was told on entrance that the rates of the home were 60 cents per day for food and lodging, i. e., 20 cents for lodging, 10 cents for breakfast, 20 cents for dinner, and 10 cents for supper. At the end of two and one-half days' stay in the home she was charged exactly these rates, i. e., \$1.50 for food and lodging.

Breakfast on one morning of the investigator's stay in the home consisted of bread, small slices of cheese, and a cup of weak coffee; the same kinds of food were served for supper on that day; bread, rice soup, and boiled beef with peas were served for dinner. The food not only lacked quantity and variety, but was badly cooked; the meat was tough and the bread sour. At one meal a man inmate asked the porter for more bread and was refused.

The investigator occupied a room alone on the second floor. The room had no heating facilities; it was furnished with two single iron beds, a table, a looking-glass, and a washstand supplied with wash-bowl, pitcher, and two towels. No soap was provided. The floor was dirty and greasy and had a foul odor. The bed occupied by the investigator was supplied with a dirty mattress, two soiled sheets, two dirty blankets, and one pillow the covering of which had been turned wrong side out, the side which was next to the pillow being black from use and the other side far from clean. The bed, however, was free from vermin. On the second day of the investigator's stay the room was swept but not scrubbed, and the sheets and pillowcase on the bed were changed.

The room next to the investigator's contained 11 beds and was lighted and ventilated by 2 windows. The mattresses and bed clothing were filthy and the room was foul smelling. Two rooms on the fourth floor, accommodating 2 and 11 persons, respectively, were equally filthy and foul smelling.

The bathroom, which was on the third floor, was in a filthy condition; the faucets of the bath tub had been unscrewed, and the tub was being used as a receptacle for burnt matches, crumpled paper, and the dirt swept from floors. The stationary washbowl was supplied with cold water, but the bowl was too filthy to be used. The toilet was in a vile condition. The bathroom was ventilated by a small window opening into the dumb-waiter shaft by which the food was sent to the dining room.

The investigator counted three cuspidors in the dining room and five in the sitting room, all of which were in a very filthy condition. A white iron sink in the dining room, which was supplied with cold water, was used by some of the men inmates as a place at which to wash their faces and hands, and in which to expectorate. From the faucet in this sink the inmates procured drinking water.

At the time of this investigation 4 girls and 27 men were staying in the home. The men were lewd and licentious in their conversation, and made themselves directly obnoxious to the girls by their use of offensive personal comments. One man inmate asked the investigator whether she had a beau and liked men, and whether she was a "bad girl." She replied that she liked to go to the theater occasionally with a man, but preferred to take care of herself. He then asked her whether she ever went home with a man after the theater and stayed all night with him.

At the time of her admission to the home the investigator asked the manager whether it would be possible for her to secure a situation with some one who applied at the home for a girl, or whether she would have to go to an employment agency. The manager told her that employment agencies were no good because they charged too much, and that she was a nice girl and should stay in the home and make money there. When she asked how she would make money in the home, and whether he meant that she should work in the home, he replied that it would not be pleasant for her to work in the home, but that she could stay there and make money all right without working. He then came out from behind the office rail, patted her on the shoulder, and told her that she was "all right."

On the third day of the investigator's stay in the home a woman in the employ of the Commission went to the home and asked the manager in the presence of the supervisory official of the society to supply her with a bright young girl for work in her furnished room and "sporting house." She said that she also ran a small manicuring business in connection with her sporting house, but that she wanted a girl to open the door for and wait upon the customers of her sporting house. The woman added that the girl must not be "nosey," for her house had "never been raided by the police" and was "well protected." The official of the society told her that she could not get a girl from the home unless she brought three references, adding that a letter from a priest was the best reference. He said that the home was supposed to protect immigrant girls, that the girls were brought there from the immigrant station, and the law required that the home should know where the girls were going, to whom they went, and the amount of wages to be paid.

The woman then asked the manager whether he had anyone in the home who was resting between situations and who desired a position. The manager replied that there was such a girl in the home at the time and that he would call her. When this girl, i. e., the investigator, came in, the official of the society asked her how long she had been in the country. The investigator replied, "Five years." The officer said that in that case she was no longer an immigrant^a and

^a SEC. 3 (immigration act of February 20, 1907). Any alien woman or girl who shall be found an inmate of a house of prostitution or practicing prostitution at any time within three years after she shall have entered the United States shall be deemed to be unlawfully within the United States and shall be deported as provided by sections twenty and twenty-one of this act.

could go wherever she wished and could do what she liked, for he was not responsible. He then directed the investigator to "go ahead and talk to the lady." The woman and the investigator talked a few minutes, and the woman explained to the girl, in the presence of the official and the manager, that her house was a furnished-room house with a manicuring parlor in front, that she wanted a girl to open the door for and wait upon her customers, and do whatever she was told, that she did not want a "nosey" girl, for while her house was a "fast house" or "bad house," it was "well protected by the police" and had "never been raided," and that she would pay \$20 per month wages and the girl could increase that amount by doing a little business on the side. The girl then asked the manager, in his own language, whether he understood what the woman had said and whether he would advise accepting the situation. The manager smilingly replied that he understood, and that it was all right for the girl to take the place.

When the investigator was ready to leave the home the woman asked the amount of the fee. The official said that there was no fee, that the woman could give a donation if she wished, but that he could not furnish a receipt. He then directed the manager to take the money which the woman wished to give. The woman asked the manager whether he wanted her name and address, and was told at first that it was unnecessary; but when the manager asked the official whether he should take down the woman's name and address, the official said that he should, for it might be necessary to communicate with her. The manager made a record of the false name and address which she gave, and then asked her for the name of her church and minister. To this the woman replied that she did not belong to any church and knew no minister. The official said that he thought so, but he took the pen from the manager's hand and wrote down for the home's record the name of a near-by church.

HOME NO. 4.

Home No. 4 accommodated both men and women. It was established in the fall of 1907 by a religious organization for the purpose of assisting immigrants of a specific race, and was supported by members of the organization which established it. The home occupied an old dilapidated three-story and basement building in a poor neighborhood, and was said to have a capacity of 17 persons. The manager, who was of the race assisted by the home, stated, in January, 1908, that he had been running a boarding house and restaurant in this building for some time before the establishment there of the immigrant home.

According to official statements on file at the immigrant station, this home was to be conducted in the same way as a certain other home, "that is, immigrants will be provided with food and lodging free of charge." The manager of the home stated, however, that immigrant inmates were charged regular rates for the accommodations which they received. He said that lodging was 25 cents a night and the rates in the restaurant, which was also open to the public at large, were 5 cents per plate for vegetables, 10 cents per plate for meat or stew, 15 cents for steaks, and 20 cents for chicken.

The first floor of the home was divided into a long, narrow hall and one large room, which was used as a public restaurant; the second and third floors contained the bedrooms. There was no bathroom in the home and there were no separate quarters for women and girls.

The home was in a condition of indescribable filth, and a rank odor, due to this condition and to the lack of ventilation and sanitation, pervaded the house.

The home had one representative who went to the immigrant station every day. Before granting this privilege of representation at the station the immigration authorities had detailed an inspector to investigate and report upon the character of the home. The inspector reported that the organization had 200 members, that there were from 3,500 to 4,000 persons of the same race in the city, that the representative of the home would be a lay preacher and an elder of the church, and that, until a permanent home could be established, immigrants would be cared for temporarily in a home at a certain given address. The inspector made no mention of a personal inspection of the temporary home or its premises, and, as far as could be ascertained from the inspector's report, the petitioners for representation acted as their own references. The inspector recommended that the organization be granted the privilege of representation, and this permission was accordingly given.

In March, 1908, complaint was made to the immigration authorities that the representative of this home was charging money for getting detained immigrants out of the station. On investigation, the complainant made affidavit that during the second week of February, 1908, one of his countrymen called on him and said that he had just returned to the United States with his fiancée; that she had been detained at the immigrant station because of eye trouble; that he had gone to the representative of this home with his difficulty, and that the latter had said that it was a hard case, but he would get the girl, take her to his home, and perform the marriage ceremony, provided the man would pay what it would cost to do this. The countryman further stated that he then paid the representative \$15, the amount asked, and that on the next day the girl was taken to the home; that she stayed there two days in all, and that when she left he had to pay \$10 more for her board and expenses during the time that she was an inmate of the home.

The affiant further swore that during the third week of February, 1908, another of his countrymen called at his place of business and said that his brother and family, who had come on the same steamer with him, had been detained at the immigrant station because of physical defects. The countryman stated that he had gone to the station to get his relatives, but had not been successful; that he had then told the representative of this home about the case, and that the representative had said that it was a very hard case, but he would try to help him by making an appeal; that the representative asked for \$10, which was paid, the representative stating that the money would go to the home for charity work; and that a few days later he, the countryman, was informed by the representative that his brother and family were to be deported and that he had better consult a certain lawyer in the city who, the representative said, was the only person who could get his people out of the immigrant station. The man asked the affiant to accompany him to the lawyer's

office. When the man and the affiant called upon the lawyer the latter said that he would take up the case for \$50 cash and \$50 when the family was landed.^a The man consented, paid the \$50 in the affiant's presence, and received a receipt for the same.

A few days later the lawyer informed the man and the affiant that it was a very hard case and he would not proceed further unless they agreed to change the contract from \$100 to \$300. This they refused to do, but finally agreed to pay \$150. The lawyer requested \$30 on account, \$12 for extra expenses, and \$25 for the board bill of the family at the immigrant station, and these amounts were paid to him in the affiant's presence. The following is a copy of the receipt now on file at the immigrant station which was given to the man by the lawyer:

Received of B— G. K— \$12 to cover disbursements in matter of detention on — (i. e., the immigration station) of D— V— and G— K—, \$50 having been received as retaining fee on the 19th instant, balance of fee, \$100, to be paid me on their landing.

(Signed) A. V. C.—.

The destination of the detained family was California, and the representative requested the man to purchase railroad tickets through him, claiming that it would be cheaper for the man. The man said that he did not wish to purchase the tickets until he was certain that his brother and his family would be landed, but on the representative's guarantee that the money would be refunded at any time the man went with him to a ticket office and purchased, through him, 9 tickets at \$53 per ticket. The affiant and the man secured bondsmen for the detained brother and family, and they were landed. After landing they decided that they would not go to California, but to Concord, N. H., instead. The man who had purchased the tickets then made arrangements with the representative to meet him at the ticket office and have the tickets exchanged. The company at first refused to refund the money for the tickets, but finally agreed to take back 7 if the man retained 2. The refund for the tickets was paid to the representative, who handed it over to the man minus \$10, which he claimed as compensation for his services. The man resented this. He said that he was willing to give the representative \$5, but the latter refused to accept this offer and retained the full amount.

Neither the manager nor the representative was able to state how many immigrants had been discharged to, or assisted by, this home during any one month or during the three or four months of the home's existence.

In May, 1908, a woman who was in the employ of the Commission went to this home in company with another woman who was introduced as her housekeeper and asked the manager to supply her with a girl. The woman gave a false name and address and stated that she ran a "sporting house" in Philadelphia, that she wanted a girl to do general housework and open the door for customers, that she

^a Rule 18 of the Department of Commerce and Labor relating to admission or exclusion: "Attorneys and persons appearing in behalf of detained aliens shall not be permitted to charge a sum exceeding \$10 in each case unless the commissioner or officer in charge shall, in writing, allow an additional compensation. A family or party of aliens traveling together shall be regarded as constituting a "case" within the meaning thereof."

would pay \$30 per month wages, and that the girl could "do business" or not, as she liked. She said she wanted a girl who would be quiet and not likely to get her into trouble with the police. The manager agreed to supply a girl and took the two women to call upon the girl offered. The woman explained to the girl and her father—who were of the same race as the manager and representative of the home—that she kept a "sporting house" in Philadelphia, that she would pay \$30 per month wages if the girl was satisfactory, and that the girl could "add to her wages by doing business on the side." The father of the girl asked what a "sporting house" was, and the manager replied that in this country it meant the same as the word "boarding house." The father said that he would consult the girl's mother and let the woman know in a day or two whether she could have the girl. In a few days the manager wrote to the woman and said that because the girl was so young the father would not allow her to go to the "sporting house" unless he (the father) went also—at the woman's expense—to see what kind of a place it was. The woman went to see the manager and told him that she could not agree to this proposition. The manager then said that he would try to get another girl, took \$1 as an advance fee for procuring the girl, and said that he ought to have \$2 for the trouble he had already taken. Later when the woman called, the manager was short and curt and said that he had tried without success to procure a girl and that it was doubtful whether he would be able to get one.

HOME NO. 5.

Home No. 5 accommodated both men and women. According to a statement on file at the immigrant station, it was established in February, 1896, by a religious society, for the purpose of assisting needy immigrants of a specific race; i. e., to help these immigrants to find relatives or friends, to give them information and advice, and to find employment for them. In August, 1907, a representative of the home at the immigrant station told an agent of the Commission that the home was supported by donations, the money received from inmates, and the dues paid by the members of the society—\$10 from each of the 500 members. The home occupied a five-story building on a business street in a wharf neighborhood, and was said to accommodate 75 persons.

In August, 1907, a representative of the home informed an agent of the Commission that a member of the clergy was the head of the home, being assisted in his work by several men, and that several women of a religious order were in charge of the women and girl inmates. A man who was in the employ of the Commission and who lived in the home in March, 1908, learned that the staff of the home consisted of five women of a religious order, five or six servant girls, a manager, who was a member of the clergy, an assistant manager, and two men who were the home's representatives at the immigrant station. The women on the staff were kind to the inmates, but the men were rough and harsh.

The society officially stated to the immigration authorities in 1904 that immigrants who needed shelter and who were unable to pay for it were accommodated free of charge, but that those who were able to pay were requested to leave the home, "to make a voluntary

contribution toward the maintenance of the home, of about 50 cents per day, including room and meals." In August, 1907, a representative of the home told an agent of the Commission that all immigrants were given food and lodging in the home free of charge, but, if the immigrants had money, donations for the expenses of the home were gratefully accepted. He said that persons who made the home their headquarters when temporarily out of employment were charged a uniform rate of 50 cents per day or \$3 per week for food and lodging.

In March, 1908, a man who was in the employ of the Commission went to this home and told the man in charge that he was a miner from Pennsylvania and wished to stay in the home until he could secure work. He was referred by the man in charge to one of the women on the executive staff. He repeated his story to the woman and she asked him for \$1, which she said was the cost of room and board for one day. The investigator inquired if that was the minimum rate, and she answered that it was not; that the home also had room and board for 50 cents per day, but the food furnished at that rate was not so good as that furnished at the dollar rate. The investigator asked to see the rooms before he decided which class of accommodations he would take, but she refused to let him see any room until he had paid \$1. The investigator learned later that the rates of the home were \$1, 50 cents, and 25 cents per day for food and lodging, according to the accommodations and the food furnished. Another investigator who lived in the home for four days in April, 1908, and who was less prosperous looking than the first investigator, was asked 25 cents per day for food and lodging and was assigned to the same room which had been occupied by the first investigator.

The inmates who paid \$1 per day sat at the upper end of one of the two long dining tables, and were served with better food in better dishes than were the inmates who paid 50 cents per day and who sat at the lower end of the table, or than were the inmates who paid 25 cents per day, or who paid nothing, and who sat at the other table. During the first investigator's two days' stay in the home, the food furnished him at the \$1 rate was wholesome, plentiful, and sufficient in variety. The food furnished the inmates paying 50 cents per day lacked the variety of that furnished at the higher rate, but was wholesome and plentiful. The food furnished the inmates paying 25 cents per day or nothing was of good quality, but lacked quantity and variety, and when the investigator arose after each meal these inmates rushed to his table and seized any food he might have left. The second investigator, who lived in the home and who paid 25 cents per day for food and lodging, ate at the cheapest table, and the food served to him during his four days' stay was about the same as that served at this table at the time that the first investigator was in the home; breakfast and supper usually consisted of two slices of bread and a cup of coffee for each person; dinner on one day consisted of sauerkraut, and on another day of fish and potatoes.

One of the inmates told the first investigator that he went out every morning with one of the women on the staff to beg meat, fruit, vegetables, etc., from various shops, and that they always came back with full baskets. He said that he was not kept at the home for this purpose, and that when he left the woman would ask some other inmate to accompany her. On the first morning of the second investigator's stay in the home he saw a woman on the staff leave

the home in company with the immigrant girl inmate and an immigrant man inmate who propelled a push cart. The next morning he again saw the three leave the home, and followed them to a street where he saw the woman and the girl enter nearly every store. When the basket was full they took it to the push cart, which they had left with the man a short distance away from the store, loaded the full basket upon the cart, took an empty one, and entered the next store. On their return to the home the man who pushed the cart told the investigator that the food was always given to them free of charge.

The first floor of the home contained the main office, dining room, kitchen, and the office of the women of the staff; the second and third floors contained the bedrooms for families and single men; the fourth and fifth floors contained the bedrooms for unmarried women and a chapel in which religious services were held mornings and evenings.

Both of the investigators, who lived in the home at different times, were assigned to the same front room on the second floor. A table and five beds crowded this room. On the table were two small basins and two small pitchers, a soiled towel, and a small piece of soap. Three men shared this room with the first investigator and four with the second. Each bed was furnished with one sheet, two pillows, and two well-worn blankets, all of which were dirty; one of the men who shared the room with the first investigator complained of being annoyed by bed bugs. The room was clean and sufficiently well lighted, but was badly ventilated and foul smelling.

Next to the investigator's room was a dormitory room with two windows and containing 11 beds. It was crowded, and the bed clothing was very filthy. The room was occupied by inmates who paid 25 cents a day for food and lodging. Another room on the same floor had one window and was furnished with six beds, and 50 cents per day was charged for food and lodging in this room. There was another room on this floor which had no window at all and which contained three beds and was occupied by three persons.

There were no heating facilities above stairs, and although the weather was very cold during the first investigator's stay in the home there was no fire downstairs. The inmates fortunate enough to own overcoats wore them indoors all day.

The one bath tub in the home was in a filthy condition, and was supplied only with cold water. The guests who slept in rooms without washstands went to a wash room on the second floor and used the laundry tub, which also was in a filthy condition and was supplied only with cold water. The toilets, which were on the first and second floors, were filthy to the last degree; no toilet paper was supplied, and the basins were full of excrement.

An immigrant man, designated by one of the managers of the home, did the sweeping on the first floor, and every inmate made his own bed.

A representative of the home at the immigrant station told an agent of the Commission that four annual passes were issued by the immigration authorities to the home, and that he, or one of his three assistants who had passes, went to the station every day and

brought to the home, free of charge, immigrants who were discharged to the society.

In March, 1907, the commissioner of immigration at this station wrote a letter, of which the following is an extract, to this representative:

It has come to my attention that you have taken it upon yourself to send advice to the relatives of detained aliens as to the causes of their detention or exclusion, such advice tending to offset the endeavor made by the government officials to enforce the United States immigration laws and regulations, this being particularly true in the case of aliens detained by reason of being suspected of violating the alien contract-labor law.

The privilege accorded you of appearing at this station and having access to detained aliens and the records must not be abused, and I suggest that you communicate only with friends of aliens who may be held as likely to become a public charge. The Government will procure whatever additional testimony may be considered necessary relative to those suspected of violating the alien contract-labor law.

In December, 1907, the editor of a newspaper in the city sent to the authorities a circular which this representative had signed and issued. The following is a translation of the circular:

COUNTRYMEN: I have been for over five years a representative or agent of the —— Immigrant Home under the protection of —— at ——. During that time thousands of you have passed through my hands, and I have served any one of you impartially, with good advice, pointers, and legal aid, as much as was in my power, on which you always succeeded, and therefore hope to have earned your confidence. I desire also further to serve my brother ——, not only those who come from the old country but also those who return home, for those need advice and pointers as well as the newcomers. * * * In order to more effectively protect our home-going countrymen from various exploitations I have connected myself with the oldest and exclusively —— banking house in —— under the firm name of ——. I have known this firm for over ten years as the most honest and reliable in every respect, as: Buying tickets and exchanging and forwarding money and executing legal documents. You well know that I desire to serve you faithfully and honestly, for you have convinced yourselves and may depend on it that I shall continue to do so in the future. You can therefore call on me in full confidence and I will serve you impartially. All you who had my assistance knew me under the name of "——, Agent," and you are aware that you have benefited by my advice. You can now confidently call on us in all your needs and will be satisfied. We know the immigration laws and can advise you whom of your relatives you can bring over; we are every day on —— (i. e., the immigration station) and can comfort and help them.

The newspaper editor asked whether it was permissible for an agent of an immigrant home to be in open partnership with such a concern. The authorities replied that it was not permissible for the representative to abuse, in the manner indicated in the circular, his privilege of going to the station, and that the representative had been advised that he must either sever his connections with the house named or resign as the representative of the home. At the time of the Commission's investigation of this home (March and April, 1908) this man was still the representative of the home at the station, so it is to be presumed that he had given up his connections with the banking house.

The society stated to the immigration authorities that employment was found for inmates with farmers and housewives who knew of the existence and purposes of the home. One of the home's representatives told an agent of the Commission that about one-half of the girl inmates were placed in situations in the city, and the rest were sent to persons out of town who were known to the management of the home. He said that immigrant girls were never placed in situations in hotels, saloons, or restaurants.

At the time of the first investigator's stay in the home the inmates were chiefly of the laboring class, and the investigator gave it as his opinion that while some few of them wanted work, the majority were habitual loafers. One night while the second investigator was in the home a member of the staff gave each of the men inmates who owed for food and lodging a slip of paper on which was written the inmate's name and the length of time he had been there; on the following morning those inmates who could not pay their indebtedness to the home were refused food and were told to get out and shift for themselves. On the same morning the house detective ordered an able-bodied man to leave the home because he refused to go to work on a farm at a salary of \$10 per month. This man seemed to want work, but he insisted that he was capable of earning more than \$10 per month. He lingered around the home for about an hour and then disappeared.

In September, 1907, at the request of an agent of the Commission, the city commissioner of licenses investigated this home and found that the home was running an employment agency and charging fees without a license—a violation of the provision of the laws of 1906 requiring such an agency to have a license. An inspector of licenses who applied to a member of the staff for two farm hands was told that he would be supplied on payment of \$1 for each of the two men. The laborers were charged fees of 50 cents each. The inspector also found that a certain man in the city had frequently been supplied with help for which he had paid fees to this same member of the home's staff. A warrant was issued, and the member of the staff was arrested, arraigned, and held in \$300 bail; he was later tried and convicted of violating the law requiring employment agencies to be licensed. The sentence was suspended, but a severe reprimand was administered.

After fully a month had elapsed since the time of this trial and conviction, the immigration authorities withdrew, by letter, the home's privilege of having a representative or representatives at the immigrant station. In reply to this letter, the manager of the home stated that the accusations brought against the home were false and that work was found for their people absolutely without charge. He admitted that persons securing laborers at the home sometimes left donations, but maintained that these donations were never exacted. "Giving work to so many laborers free of charge," he wrote, "of course arouses enmity on the part of employment bureaus, who lose so much money by it; hence they try to harm us." The manager further stated, "I give positive assurance that our institution will be conducted along strictly philanthropic lines, and shall do my best to see that my instructions be carried out by everyone connected with this house."

The authorities replied that it would be necessary for the home to file at the station a certified copy of the court record showing the dismissal of the case against them. This, of course, could not be done, and the request was ignored, but an official of the religious organization interested in the home wrote to the authorities and stated that the manager of the home had explained to him the trouble arising from the misconduct of one of the agents of the home, and that he was convinced that the delinquency was not the result of anything bad in the management, but the fault of the employee who

was guilty of a breach of the trust placed in him. He asked that the immigrant station be reopened to the representatives of the home, and said that the member of the clergy who was the manager of the home would give closer supervision in the future.

The authorities wrote to the official and said that the home would be reinstated "provided an agent other than the one previously employed" by the home was engaged to take this convicted agent's place upon the staff. This letter was answered by the manager of the home, who stated that the agents formerly employed in the home had been dismissed and others whom he knew personally had been engaged in their places. The manager asked for four passes for these representatives, and after a short time the authorities complied with this request.

Statistics compiled by an agent of the Commission from the records of the discharging division at the immigrant station showed that during the calendar year 1907 over 4,400 immigrants were discharged to this home by that division. Statistics compiled from the home's reports to the authorities for the year 1907 of their disposition of immigrants discharged to them, showed that the home had reported the disposition of about 3,000 immigrants and had left over 1,300 immigrants unaccounted for.

In April, 1908, a woman who was in the employ of the Commission went to this home and told the man in charge that she had a manicuring establishment in Philadelphia and wanted a young and pretty girl for a parlor maid. He roughly demanded, "Have you a priest's reference? We do not let girls go away from here without one." The woman replied that she had not known that such a reference was necessary. A few days later the woman again went to the home, presented a reference, and was told that the home never sent girls into situations outside of the city.

In May, 1908, another of the Commission's women investigators went to this home, gave a false name and address, and without being questioned, investigated, or asked for a reference, was supplied with a girl by a member of the staff. The woman asked the amount of the fee, and was told that it was anything that she wished to give as a donation.

The addresses of 17 immigrant girls who were discharged to this home by the immigration authorities within a period of 2 months were investigated within 4 months after they were discharged to, and placed by, the home. Twelve of the girls were, or had been, at the addresses given by the home; in 4 instances the girls had never been at the addresses given and no traces of them could be found at these addresses; and in one instance the address was nonexistent. Although a member of the home's staff had stated that they never sent girls to work in saloons, one girl was found working in a saloon where the home had placed her, and another girl who had been sent by the home to work in a saloon had been taken away from the saloon by her mother.

HOME NO. 23.

Home No. 23 accommodated both men and women, and according to the janitor, who was the resident manager, was established in 1903 by a religious organization, for the purpose of furnishing comfortable and cheap headquarters for sailors and immigrants of a specific

nationality on their arrival in this country and when out of employment. The janitor said that the home was supported by the money received from inmates and by donations, and any deficit that occurred was met by the religious organization which maintained the home. He stated that there was a debt of \$11,000 on the home, and the home's income in 1907 had not only covered their expenses for that year, but had paid something on the debt. The home occupied a double four-story and basement brick building in a neighborhood of flats and tenements near steamship docks. Its capacity was said to be 60 persons.

In July, 1908, the janitor, who was of the race assisted by the home, told an agent of the Commission that he had full charge of the office, that he bought supplies for the home, assigned inmates to their rooms, saw that they paid for their food and lodging, threw out inmates who drank or made disturbances of any kind, secured employment for inmates, took charge of money deposited by inmates, and, when he had time, visited the immigrant station for the purpose of assisting immigrants. He stated that he had been in the United States five or seven years—he could not remember exactly how long, nor the name of the steamship on which he had come—and that he had worked as an iceman and as a carpenter until three years before, when he was called to become the janitor and active resident manager of this home. He said that a pastor, who was also of the race assisted by the home, and who was then abroad on a two month's vacation, was the responsible head of the home. This pastor did not live in the home, but he visited it at least once, and sometimes twice a day; bought some of the supplies, compiled reports of the home, and, in the capacity of missionary, visited the immigrant station.

One of the Commission's agents, who lived in the home in August, 1908, learned that the janitor's sister was the cook and was assisted in the household work by two servant girls; and that a young man who said he was studying for the ministry, and who made beds and attended to the rooms in the forenoons and took charge of the office in the afternoons, was the janitor's assistant. There was no matron on the executive staff of the home.

In quoting the rates of the home to an agent of the Commission, the janitor said that 25 cents per night was charged for lodging in a room accommodating from two to four persons, and from 40 to 50 cents per night for lodging in a single room. Meals were 25 cents each. He said that inmates who stayed more than two days and less than a week were charged 75 cents a day for food and lodging, and inmates who stayed a week or more were charged \$4.50 per week for food and lodging. A girl who was in the employ of the Commission and who lived in the home for purposes of investigation in August, 1908, asked on entrance the rates of the home and was told that they were \$1 per day—35 cents for lodging, 20 cents for breakfast, 25 cents for dinner, and 20 cents for supper. When the investigator left the home she was charged \$5 for five days' food with lodging in a room accommodating two persons.

The food furnished inmates during the investigator's stay in the home was plentiful in quantity and of sufficient variety, but was poor in quality and badly cooked. The coffee was poor, the bread always tasted of mold, the butter was rancid, the eggs stale, and the meats were tough and *slewy*.

The basement of the home contained the dining room and kitchen; the first floor was divided into an office and reading and smoking rooms; the three upper floors contained bedrooms accommodating from two to four persons, a chapel, and four bathrooms. The home was lighted by gas, and heated by a furnace. The diningroom accommodated between 40 and 50 persons, and was neat and clean. The bedrooms had enough windows for adequate light and ventilation, but the filthy condition of most of the rooms, of much of the bed clothing, and of the cuspidors, made them foul smelling. While taking an agent of the Commission through the home the janitor remarked that the character of the inmates could readily be seen by an examination of the condition of the rooms, and added that sailors were very careless, and did not care what kind of rooms they had as long as the rooms contained beds.

There was no separate sitting room for women and girls, and no floor set aside for women's separate sleeping quarters. The investigator shared with another inmate a large, comfortably furnished double room. The beds in this room were free from vermin, and the bedclothing was clean. The room was by far the cleanest in the home. In an inspection of the other rooms the investigator found four rooms—each containing from two to three beds—in which the mattresses were badly infested with bedbugs. She counted 25 cuspidors in the home, all of which were more than half full of expectoration and gave out the vilest of odors. A waste-paper basket containing a baby's soiled clothes, which a family had placed in the hall outside of the investigator's bedroom, was left standing there from Tuesday until Saturday, and contaminated the air with its foul contents. The bathroom which was near the investigator's room was small, without light or ventilation, and contained a filthy cuspidor; the hot water did not run from the faucet, the tub was in a filthy condition, and the toilet was indescribably filthy and foul smelling. The three other bathrooms in the home were in an equally unsanitary and filthy condition; one was without light or ventilation, and the other two each had a small window facing bedrooms. Inmates of the home procured drinking water in the bathrooms.

The janitor said that many immigrants came manifested to the home because the home was well advertised on the other side. He did not know the number of immigrants coming in this way, nor the total number of persons who were cared for by the home in one year, but he was sure that the number would run into the thousands.

The janitor stated to an agent of the Commission that he sometimes secured employment for inmates of the home by advertising in the newspapers, but more often through persons calling at the home or telephoning there. He said that the home made no investigation of, and required no reference from, persons taking girls or men. No fees were charged, he said, for securing employment, and no donations were ever given by employers.

The janitor also stated that the home sometimes accommodated persons desiring steamship tickets by purchasing tickets for them of a specific steamship agent, but that no commission or donation was ever received, either from the applicants or from the steamship agent.

One of the Commission's women investigators called upon the steamship agent from whom the janitor said the home bought steamship tickets, and, representing herself as the head of a prospective immigrant home, said that she wished to make arrangements to purchase steamship tickets of him on commission. At first the agent said that he paid no commission on steamship tickets to homes, but that he did make donations. He intimated that he did a great deal of business with the home from whom his address had been secured, and said that his donations to that institution were from \$20 per year up, according to the amount of business brought him by the home. He finally agreed to give the woman the same commission which he gave the home, i. e., \$1 on each steamship ticket sold.

In August, 1908, a girl in the employ of the Commission went to the home and told the janitor, who was in charge, that she had just come from New York City and wished to stay in the home until she could secure a situation. The janitor at once offered her work in a restaurant or with a family, but the investigator said that she preferred to stay and rest in the home for a few days before accepting a situation. There were between 20 and 30 inmates, the majority being men, in the home while the investigator was there. She talked with a number of them, and one of the men told her that the pastor, who was the nonresident head of the home, was a good man, but that he did not know about "the things going on" in the home.

On the first and second days of the investigator's stay in the home the janitor's assistant came into her bedroom several times; on one occasion the investigator's roommate was only half dressed, and the young man embraced the girl and tried to assist her with her dressing. On the third day of the investigator's stay in the home, this assistant came to her room when she was alone, attempted to become familiar with her, made immoral proposals to her, and tried by arguments based on his knowledge of medical science to persuade her to do as he wished. The entrance of the investigator's roommate at this time put an end to his proposals. On the following day, however, the assistant again repeated his immoral proposals to the investigator. The investigator asked him what the janitor would say to actions such as he proposed, and the assistant replied that even if he should know of their occurrence he would say nothing. When the investigator asked him whether he tried to have immoral relations with all of the girls who came to the home, he replied that he did not care to have such relations with all of them, but only with those whom he liked. In the course of the conversation he told the investigator that he had been employed in the home one year, that he had studied medicine for seven months in a university in Europe, and that he was then studying for the ministry. During her stay in the home the investigator attended three religious services in the home's chapel, at which the assistant read from the Bible, gave religious talks, and offered prayers.

On the fifth day of the investigator's stay in the home a woman in the employ of the Commission went to the home and asked the janitor, who was in charge of the office, to supply her with a girl for work in a "sporting house" in a near-by town. The janitor said that he had just supplied a girl for work in a furnished-room house in the town she mentioned, and that there were then two girls in the home, one of whom had come Digitized by Microsoft® one about a week before,

and he thought the latter would just suit the woman. When the woman asked whether the girl had ever worked in such a place, he replied that he did not know, but the girl had come from New York, and he thought she had worked in a furnished-room house in that city. When asked as to the character of the New York place, he said he did not know, but he thought the girl would suit. He then went to get the girl.

Upon his return with the girl, who was the investigator then living in the home, the woman explained to her, in the janitor's presence, that she ran a manicuring establishment with a "sporting house" in connection, that this sporting house was "patronized by wealthy men," and that she wanted "a bright, catchy girl," for work among these wealthy customers. The woman said that she would pay \$20 per month wages, but the girl could add to her wages "by doing business on the side." The investigator said that she would take the place, started to go for her baggage, and then called the janitor into the hall. The woman followed them into the hall for a moment and told the janitor that if the girl hesitated to take the place he should assure her that she need have no fear, for her "house" had "never been raided" and was "too well covered by the police to have any trouble." The investigator asked the janitor in his own language whether he thought the place was all right, whether the woman was a nice woman, and whether he advised her to take the place, and to all of these questions he replied in the affirmative.

When the janitor returned to the office, the woman told him that she would probably want to get two more girls later. He said he thought he could get them for her the following week, and asked her to telephone him in regard to the matter. After the investigator had returned with her baggage and paid her bill, the woman asked the amount of the fee. The janitor replied that he charged no fee, but if she wished to give a donation he would not take less than 50 cents. He was given this amount. On the woman's request, the janitor wrote his name and telephone number on the back of one of the home's business cards and gave the card to her. The woman and the investigator then left the home together.

In September, 1908, a man in the employ of the Commission went to this home and tried to negotiate with the janitor for some contract laborers. The investigator stated that he was agent for a large commercial firm in Minnesota which furnished supplies to farmers, and which, in order to accommodate farmers, also furnished laborers. The janitor said that he did not think any number of laborers could be persuaded to move to Minnesota. The agent then suggested that they be brought from Europe. The janitor said that the services of such persons could not be guaranteed, but that he could and would bring them over if they were wanted. The agent said that he would get more definite information regarding the number desired by his firm, and started to leave the office. The janitor called out to him and asked whether he did not also wish some girls. The agent said that he thought that there was a chance for some "fast girls" in some of the growing colonies, whereupon the janitor remarked, with a wink, that he would see about that later.

A few days later this investigator again went to the home to see the janitor, but found only the pastor, who had just returned from abroad, in the office. The investigator told the pastor of his conversa-

tion with the janitor, and of the proposition made to him. The pastor at first said that he could write to persons on the other side and tell them he thought he had some work for them, and in that way could get them to come to the United States: but he afterwards said that he did not feel that he could decide the matter at once, and he would therefore ask the man to call again on a definite date. When the man called on the day specified, the pastor said that he could procure 10 men on the steamship docks, but that this was the only thing he would do to secure laborers.

AID SOCIETIES.

Immigrant aid societies, as previously explained, are philanthropic and religious institutions which are organized for the purpose of assisting immigrants, but which do not maintain homes. These institutions assist immigrants in various ways, giving them temporary relief, finding employment for them, distributing tracts among them, escorting them to their destinations, giving them counsel and advice, and placing them temporarily in immigrant homes or in boarding houses. The majority of the institutions are located in seaboard cities which have immigrant stations, and they carry on their work through missionaries and representatives whom they send to the stations to meet incoming immigrants.

Fifty-eight immigrant aid societies, located in seven cities, were investigated by the Commission. Of this number 28 were of religious character, i. e., were supported by membership fees and contributions of religious organizations, and three were institutions receiving substantial subsidies from foreign governments. The following table shows the number of societies investigated according to the race assisted by each:

German.....	7	Arabian.....	} 1
Hebrew.....	9	English.....	
Dutch.....	2	French.....	
Hungarian.....	1	German.....	
Irish.....	4	Hebrew.....	
Italian.....	4	Italian.....	
Scandinavian.....	7	Spanish.....	
Slavic.....	6	English speaking.....	2
Swiss.....	1	All races.....	12
Syrian (women only).....	1		
German.....	} 1	Total.....	58
Italian.....			
Swedish.....			

Some of the 58 societies were officered and represented only by men, others only by women, and a few by both men and women. Thirty-three societies maintained altogether 47 men (of whom 20 were clergymen) as missionaries, representatives, or managers of their philanthropic work; 22 societies maintained 33 women; and three societies maintained 12 men and 3 women. Of this total number of 95 workers, 78 (51 men and 27 women) were missionaries and representatives at immigrant stations.

In carrying on their work at the immigrant stations the majority of these missionaries and representatives made a practice of having immigrants discharged in their care. There were a few missionaries and representatives, however, who stated that they did not have immigrants discharged from them because they did not wish to assume

the responsibility which the proper care of the immigrants involved. The reason given by some of the missionaries and representatives for having immigrants discharged to them was that otherwise many of the incoming aliens would have to be deported as likely to become public charges. The woman representative of one society said that immigrants who knew no trade, and were therefore liable to exclusion as persons likely to become public charges, were discharged in her care, and that the organization which she represented furnished them with an average capital of \$8 or \$9, which enabled them to learn a trade. She admitted that this capital was sometimes squandered, and that in such cases the immigrants were abandoned by the society and left to shift for themselves. When asked whether these immigrants were not in that event cases for deportation, she replied that they were, but that the society had never had any of them deported.

Missionaries and representatives to whom immigrants were discharged usually placed them in immigrant homes or in boarding houses. Some of the missionaries and representatives treated this merely as a temporary arrangement and continued their oversight of the immigrants in the homes, while others considered their responsibility at an end and allowed the homes and boarding houses to dispose of the immigrants as they saw fit. Even under the first-named conditions immigrants were in many cases discharged from homes without the knowledge of the missionaries and representatives who had placed them there and who were responsible for them.

One of the ways in which these societies assisted incoming immigrants was in providing escort service for them, i. e., immigrants whose relations or friends had not met them at the immigrant station were brought by the missionary or representative of the society to the society's headquarters and from there were forwarded to their destinations in the care of guides whom the society furnished. One society stated that during the calendar year 1906 it provided escort service for 23,209 immigrants and charged for these services amounts varying from 25 cents to \$1, according to the distance traveled and the number of immigrants per trip. Another society stated, in its annual report for 1907, that it charged 50 cents, 60 cents, and 75 cents, according to the distance traveled, for escorting immigrants to their destinations, and that during seven months in 1907 it had provided escort services for 10,268 immigrants. This latter society stated, in the same report, that it had decided to assume the work of escorting immigrants of a specific race to their destinations because it had learned of "gross abuses practiced upon ——— immigrants through a certain method of distribution carried on by a contractor who had the option from the ——— (another society which was also represented at the station) to carry on that work."

The degree of care exercised by these aid societies in placing young women and girls in employment is given elsewhere in this report.^a

In order to show, as well as may be, the general character of the work carried on by immigrant aid societies, there is submitted herewith a detailed account of the investigation of two societies which were established and supported by certain religious organizations. The account of the investigation of the first society shows that the

^a See pp. 140-143.

missionary of the society tried to place the girls under her charge in proper situations and sought to warn them against accepting employment of improper or undesirable character. The account of the investigation of the second society shows exactly the opposite, and that the missionary of the society was immoral and entirely unfit for the position which he occupied.

TWO REPRESENTATIVE AID SOCIETIES.

AID SOCIETY NO. 1.

This society, which was established by a religious organization, sent a missionary, who was a deaconess and who lived at the religious organization's headquarters, to meet steamships at the immigrant station. In November, 1908, this missionary told an agent of the Commission that practically no immigrants were discharged in her care by the immigration authorities. The superintendent of the organization, who was in charge of the missionary's work, in explaining the reason for the missionary's not having immigrants discharged to her, stated that a year or two before the missionary had had an immigrant girl discharged in her care by the immigration authorities, and had secured work for the girl, only to learn soon afterwards that the girl was demented. The missionary had reported the girl's condition to the Commissioner of Immigration, and the girl, after having been placed under observation in the detention rooms, was deported. The superintendent added that the officers of the steamship company which had brought the girl to this country were so displeased that for several months they refused to allow the missionary to visit the detention house.

The missionary said that she did not make a practice of securing employment for immigrants and that the two or three girls for whom she had secured employment had been placed as domestics with persons whose reliability was properly vouched for. She said that if she were to make a business of placing girls in situations she should investigate the applicants for girls as carefully as the religious organization with which she was connected investigated applicants for temporary relief.

In November, 1908, a girl who was in the employ of the Commission went to the headquarters of this missionary and said that she had been told by a missionary connected with a certain home in another city to apply to this missionary for assistance in getting a situation. The missionary asked the investigator to what church she belonged and what kind of work she had done, and the latter replied that her church was that of the missionary and that she had worked in a furnished-room house. The missionary thought she could place the girl with one of her friends who wanted a servant, and left the room to telephone to this friend.

While the missionary was telephoning to her friend a woman in the employ of the Commission entered. Upon the missionary's return this woman told her that she had called to see if she could be supplied with a bright young girl for her manicuring establishment and furnished-room house. The missionary said that the girl who was then in the room wanted a place, and asked the woman where she had come from and where she lived. The woman replied that

she lived uptown. The missionary said that this girl had just come from New York City and wanted work, and asked what the woman would require her to do. The woman said that she kept a "sporting house" and wanted a girl to open the door for and attend to her customers and do just what she was told to do, and that the girl must not be "nosey" or inquisitive, but must mind her own business. The missionary asked to be excused for a few minutes and left the room.

In a few moments an elderly woman came in and said that she was the superintendent of the institution with which the missionary was connected. The applicant for the girl then explained to the superintendent that she had been talking with the missionary about employing the girl who was there, and that she wanted the girl for her furnished-room and "sporting house." The superintendent inquired the woman's address, and the latter replied that she lived on a certain street and had been in the business about two months. The superintendent said that while it might not be necessary in this case, she always required references for persons taking girls and investigated the girls after they were placed, and would have to follow the regular method of procedure, adding that nowadays people were up to all kinds of tricks and deceptions, and that they frequently came for chambermaids and domestics when they really wanted the girls for other purposes. The woman replied that it would not be difficult to give references, and added that, while she kept a "sporting house" and took transients, she was "well protected," and had "never been troubled or raided by the police." She said that she understood the girl had not been in the city long and had no references; but the superintendent hastened to say that the girl was one of the missionary's girls and was under the latter's care. The woman then asked the girl whether she had ever been employed in a furnished-room house, and, upon receiving an affirmative reply, told the girl that she would pay \$18 per month wages and that the girl could add to this "by doing a little business on the side." The girl seemed willing to accept the position, and the woman thereupon asked the superintendent whether she might take the girl away with her. The superintendent answered that she would have to see the missionary about it and left the room.

In a few moments the missionary came in and told the woman that it would be impossible to let her have the girl. The missionary said that a friend of hers had asked a couple of days before for a girl, and that she would have to let her have this girl. The missionary asked, however, for the woman's telephone number, saying that if her friend was not satisfied with the girl she would telephone to the woman. The woman answered that it was not always possible for her to get to the telephone, and declined to give a number, whereupon the missionary said that she would give the woman her own telephone number and the latter could call her later. When the woman arose to go, the missionary went into the hall with her. As the woman was going out of the door, the superintendent called to the missionary from the head of the stairs and said, "name and address?" The missionary then asked the woman her name and address, and the latter gave a false name and street number.

The missionary returned to the girl, sat down by her, and told her that she could not advise her to go with the woman, because

the woman had a furnished-room house, and furnished-room houses in that city were very bad—particularly such a house as the woman had. She said that the house accommodated transients who might stay for a few hours or for weeks, and she would never send a girl to a place like that when she knew it. She told the girl that she was in her care, and that she would take her to the country to a friend.

AID SOCIETY NO. 2.

This society, which was established by a religious organization, was represented at the immigrant station by a missionary who was a member of the clergy. This missionary told an agent of the Commission that in the last year or so of his work at the immigrant station he had had 11 immigrants, some of whom were girls, discharged in his care, and had appealed one case to the Department of Commerce and Labor at Washington, D. C. He said that he was not connected with any immigrant home, and that immigrants discharged to him were accommodated in the houses of his parishioners until he could locate their friends or relatives, or secure employment for them, but that when he had occasion to secure employment for girls he sent them to a specific employment agency.

In November, 1908, a girl in the employ of the Commission went to the office of this missionary, and told him that she was a stranger in the city, that she wished to secure a position, and that she had been directed by a woman at the railroad station to apply to him for assistance. The missionary said that he could not assist her very much but that he would give her the address of a home where she could stay and where they would help her to get work. He asked whether she was a member in good standing of the church which he represented, and what church she attended. She replied that she was a member of the denomination specified and gave the address of a church in New York as the one she attended.

During this conversation the missionary had been sitting at his desk facing her. He now arose from his chair, walked over to her, took her face between his hands, and attempted various offensive personal familiarities. The investigator freed herself from his grasp but he continued to besiege her and to make immoral proposals to her. She immediately arose and told him that she must go to some place where she could stay. He thereupon gave her the name and street number of the home to which he had previously referred.

As she was leaving the office a woman who was in the employ of the Commission came in and began talking to the missionary. The woman told the missionary that she had called to see if she could be supplied with a bright young girl for work in a furnished-room house which she ran in connection with her manicuring establishment. She said that the girl would be required to "open the door for, and attend to, the customers, and be upstairs through the bedrooms." The missionary answered that he did not know of any girl, but he would give her an address where she might be able to get a girl. He then turned to the investigator, who had remained standing at the door, and directed her to go into the room in the rear of the office and wait there.

After the girl had retired to this room, the missionary wrote the address of a person who he said supplied girls, and gave the paper to

the woman. The woman then went on to say that her house was a "furnished-room and sporting house" and that she would prefer—but before she could finish her sentence the missionary snatched the slip of paper from her hand, tore it into bits, and said that he could not send her to that address for the kind of girl she wanted. The woman replied to this that, while she kept a "sporting house," it was one that had "never been raided or troubled by the police." She added that she had not expected him to get a girl for her for nothing but would pay him the same fee that was required elsewhere. The missionary then said that, now that he thought of it, he had a girl there, one who had just come, and perhaps the woman and the girl could fix it up between them. He went into the next room and returned with the investigator.

The woman explained to the investigator, in the presence of the missionary, that she wanted a girl for her furnished-room house; that she would require her to open the door for her customers and be upstairs through the bedrooms; that she would pay \$20 per month wages, and that the girl could increase this by "doing a little business on the side;" and that the girl must not be "nosey," for, while she kept a furnished-room and "sporting house," she had never been raided "or troubled by the police" and was "well protected."

The investigator was still holding in her hand the written address which the missionary had given her. He took this address away from her, and told her that the place offered by the woman was all right, and that she should take it. He asked the woman where she lived, and she gave him a false address. He then told the investigator to step into the back room, as he wished to talk with the woman privately.

After closing the door between the front and back rooms, the missionary asked the woman in a low tone whether she kept more than one girl. She replied that she kept as many as her business required. He then suggested that this girl might not wish to do "that kind of thing." The woman replied that it was for the girl to decide, and if she did not wish to she could return to the missionary. He said that the girl must not come back to him, that it was all right, and that the woman should take the girl.

The missionary went into the back room and asked the investigator if she knew the character of the house into which she was going. The investigator replied that she did not. The missionary then told her what a "sporting house" was, and explained the immoral services that would be required of her. He said that she should do just what the woman told her, and that he would come to see her that night. The investigator followed him into the office, where he told the woman that the investigator was a good girl, and would suit her, and could go with her. The missionary accepted a fee of 25 cents, and the woman took the investigator and left the office.

EMPLOYMENT AGENCIES.

In order to make its study of the institutions carrying on the work of assisting newly arrived immigrants a thorough one the Commission found it necessary, as explained elsewhere, to investigate a certain number of employment agencies. Twenty-five agencies, the majority of which were operated in connection with immigrant homes or aid

societies or were recommended to immigrants seeking employment by representatives of homes and societies, were investigated. The principal data secured in the investigation of these agencies are submitted in tabular form as Appendix B. A statement of the degree of care exercised by the agencies in placing young women and girls in employment is given in another part of the report.^a

As illustrative of the general character of these agencies, there is submitted the following account of the investigation of a certain agency which was maintained jointly by two immigrant aid societies.

This agency was called a "Free Labor Bureau," and was established by two aid societies for the purpose of securing employment for immigrants who were discharged in the care of the missionaries and representatives of these societies. Representatives of the two societies stated to an agent of the Commission that the bureau secured employment for men and women immigrants free of charge; that each society paid one-half of the expenses incurred in maintaining the bureau; that \$1,780 per year was paid in salaries to the employees of the bureau, the superintendent receiving \$1,000, the matron, \$480, and the gateman, \$300; and that in the year 1906 the bureau found employment for 9,039 immigrants, 609 of whom were women and girls.

In April, 1908, a woman in the employ of the Commission went to this Free Labor Bureau and applied to the matron of the bureau for work as a servant in a boarding house, hotel, or furnished-room house. The matron said that there were no applications for help of that kind at that time, and she did not think there would be any. The investigator remarked that she was willing to pay something for a position, and the matron then told her to sit down and wait. After some time the investigator told the matron that if she would place her in a position at once she "would make it right with her." The matron replied that the bureau was supposed to be a free employment bureau and that it was not customary to make any money out of it, but that, as a matter of fact, they sometimes did accept a little something.

During the time that the investigator stayed in the bureau, i. e., on three successive days, from about 10.30 o'clock a. m. until about 4 o'clock p. m., and on two successive days, from about 10.30 a. m. until 1 o'clock p. m., about 11 women were in attendance at the bureau, ostensibly waiting for work. During this time the matron announced an application for a woman for general housework, which was filled by a woman who seemed to be well known at the bureau; an application for a woman to wash dishes in a restaurant, which was filled; and applications for a woman to do general housework and bake, and for a woman to go into the country for general housework, which were not filled. The matron inquired of several of the women whether they would like to go to the country, but she did not in any way encourage any of them to take this situation.

On the fifth day of the investigator's stay in the bureau a woman in the employ of the Commission went to the bureau and told the matron that she wanted a parlor maid for her manicuring establishment. The matron said that she had only upstairs girls, and the woman suggested that an upstairs girl might answer her purpose. The matron called the investigator, and the woman told this investigator, in the presence of the matron and the superintendent of the bureau, that

she ran a manicuring and "sporting house" in Philadelphia, and that she wanted a servant to wait upon the patrons of her "house"; that she would pay from \$20 to \$25 per month wages; and that there would be an opportunity for the girl to "make money on the side." The woman gave the matron her business card, which showed that she was a manicurist at a specified address in Philadelphia, and told her that she ran a nice house, and that she took good care of girls, and that she "never had any trouble with the police," and had "never been raided."

When the investigator asked the matron's advice about accepting the situation offered, the matron told her that she was old enough to take care of herself. The investigator thereupon agreed to take the place. The woman asked the matron whether there was any charge, and the latter replied, "Yes, there is a fee," but she did not say how much it was. The woman gave the matron \$1, took the investigator, and left the bureau.

APPENDIXES.

- A. TABLE OF DATA OBTAINED IN INVESTIGATION OF 44 IMMIGRANT HOMES.
- B. TABLE OF DATA OBTAINED IN INVESTIGATION OF 25 EMPLOYMENT AGENCIES.

Table of data obtained in investigation of 44 in

Home No.	Persons accommodated.	Race of persons accommodated.	Capacity.	Approximate length of time in existence at date of investigation.	Statement of number of persons accommodated in a fiscal year.	Approximate number discharged to home by discharging division of immigrant station in year 1907.	Representation at immigrant station and detention rooms in year 1908.		Auspices under which home is conducted.	Persons in im
							At immigrant station.	In detention rooms.		
1	Women and girls.	Hebrew.	20 to 25.	4 years.	Manager estimated 1,500 girls in 1906.	2,100.	Indirect, by a woman agent of another society. Home has one pass.	Indirect, by a woman agent of another society.	Executors of a fund given for the home's maintenance.	Woman super woman assi
2	Men and women.	Natives of Austria-Hungary.	76.	2 years and 9 months.	Published report stated that 5,145 persons were lodged in seven months and eleven days of year 1906, 1,922 of total number coming from the immigrant station.	570.	2 men.	Yes.	Philanthropic society, which was subsidized by a foreign government.	Male manager, male clerk; an officer of
3	do.	Swedish.	80.	14 years.	The minister on the staff of the home estimated that 5,000 persons were accommodated each year, 1,500 of whom came from the immigrant station.	250.	2 men, 1 of whom was a minister. Also by a missionary who was a minister and who was employed by another religious organization.	Yes.	Religious organization.	Male manager, the home's at the imm and by a mi a missionar grant statio
4	do.	Armenian.	17.	8 months.	No statement.	3 in the first three months of the home's existence in 1907.	1 man, who was a minister.	Yes.	do.	Male manager
5	do.	Immigrants speaking any of the Slavic dialects and coming from Russian Poland, Austria-Hungary, and German Poland.	75.	13 years.	The representative at the immigrant station estimated 4,000 women and girls in 1906.	4,480.	4 men.	Yes.	Society of religious character.	Several men women of a
6	do.	Hungarian.	90.	11 years.	Published report stated that 5,378 men, 1,822 women, and 40 children were lodged in the home in 1906, and that 2,018 of the total number came from the immigrant station.	2,100.	2 men.	Yes.	Philanthropic society, which was subsidized by a foreign government.	Male manager
7	Men chiefly.	Italian.	48 to 84.	6 years.	Published report stated that 2,853 immigrants were lodged in the home in 1906.	None.	Indirect, by 5 representatives of another society.	Indirect, by 5 representatives of another society.	do.	do.
8	Immigrant men, families, and aged persons.	Hebrew.	125.	19 years.	Published report stated that 3,004 immigrants were sheltered and 27 aged persons were provided with a permanent home in 1906.	None.	Indirect, by 11 agents of another society.	Indirect, by 11 agents of another society.	Philanthropic society.	do.
9	Women and girls.	Italian.	60.	17 years.	Published report stated that 1,599 persons were accommodated in the home in 1906.	300.	2 men, 1 of whom was a member of the clergy.	Yes.	Philanthropic society, which was subsidized by a foreign government.	Male manager, member of t sisted by se women of a
10	do.	French.	20 to 26.	19 years.	Published report stated that 457 persons were received at the home in 1906.	8.	2 women.	Yes.	Religious organization.	Woman m woman assi
11	do.	15 European races in 1906.	40.	23 years.	Published report stated that 784 persons arrived at the home in 1906.	800.	do.	Yes.	do.	do.
12	Men and women.	German.	50 to 60.	20 years.	Published report stated that 1,772 immigrants and 2,620 guests were inmates of the home in 1905.	60.	3 men, 1 of whom was a member of the clergy.	Yes.	do.	Male manager member of sisted by se a religious o 2 men who w
13	do.	Chiefly Germans, Norwegians, and Danes of a specific religion.	90.	40 years.	Manager estimated that 4,600 persons were accommodated in 1906.	170.	2 men, 1 of whom was a minister; also a missionary who was a minister and who was employed by another religious organization.	Yes.	do.	do.
14	do.	Chiefly German.	120.	38 years.	Manager estimated that 6,000 to 7,000 persons, of whom one-third were immigrants, were accommodated in the home in a year.	235.	do.	Yes.	do.	Male manager minister.
15	Women and girls.	Scandinavian.	40.	8 years.	Manager estimated between 500 and 600 persons.	None.	No.	No.	do.	Matron.
16	do.	Danish.	20.	6 months.	Manager estimated 80 registrations for two months in 1907.	None.	No.	No.	do.	do.
17	do.	Swedish.	25.	2 years.	No statement of number of persons accommodated in a year, but matron said 7 immigrants had come within two months.	None.	No.	No.	do.	do.
18	Men and women.	Russian.	100.	1 month.	No statement.	None.	1 man, who was a minister.	Yes.	do.	Male manager minister, as wife. 2 members of
19	Women and girls.	Irish.	80 to 100.	26 years.	Published report stated that over 1,600 girls were guests of the home in 1907.	1,340.	3 men, 2 of whom were members of the clergy.	Yes.	do.	do.
20	Men and women.	Scandinavian.	75 to 125.	28 years.	It was stated that 5,501 persons were lodged in the home in 1906.	30.	2 men; also 2 missionaries, who were ministers and who were employed by 2 other religious organizations.	Yes.	do.	Male manager
21	do.	Spanish.	40.	1 year and 4 months.	Not investigated.	15 in the two months of the home's existence in 1907.	2 men.	Yes.	Philanthropic organization.	do.
22	Women and girls.	Not Investigated.	Not investigated.	Not investigated.	do.	None.	No.	No.	Religious organization.	Woman mana
23	Men and women.	Scandinavian.	60.	6 years, according to the statement of the resident manager.	Janitor, who was also the resident manager, did not know the number of persons who were accommodated in any one year, but was sure that the number of sailors and immigrants would run into the thousands.	None.	Nonresident manager who was a minister, resident manager who was janitor of the home, and a missionary employed by another organization who made his headquarters at the home.	No.	do.	Two men—a pastor, who sponsible h janitor, who dent manag
24	do.	Swedish.	45.	1 year.	Manager estimated that about 1,000 persons, the majority of whom were sailors, were accommodated during the first year of the home's existence.	None.	1 man.	No.	do.	Male manager his wife.
25	Women and girls.	do.	24.	4 years.	Not investigated.	None.	No.	No.	do.	Matron.
26	Men and women.	Any.	110.	20 years.	Manager stated that 1,411 persons, of whom 589 were women, were accommodated in 1907.	Very few.	1 woman.	Yes.	do.	Woman mana
27	Women and girls.	do.	60 to 70.	9 years.	Not investigated.	None.	No.	No.	do.	Several women order.
28	do.	do.	200.	20 years.	do.	None.	No.	No.	do.	Matron.
29	do.	do.	28.	31 years.	Published report stated that 440 women were admitted in 1907.	None.	No.	No.	Philanthropic organization.	do.
30	Men and women.	Hebrew.	16.	17 years.	Manager said that no book records of inmates were kept, and she was unable to estimate the number.	None.	Indirect, by an agent of another society.	No.	do.	Man and wife
31	Men, women, and aged persons.	do.	200.	18 years.	Secretary stated that 650 immigrants were accommodated in 1906; 33 aged persons were permanent inmates in October, 1908.	None.	No; but a woman representative of another society sometimes sent immigrants to this home.	No.	do.	A male secret keeper, and
32	Women and girls.	do.	27.	Not investigated.	Not investigated.	Not investigated.	1 woman.	Yes.	do.	Woman super woman assi
33	Men and women.	Polish.	6.	1 year and 6 months.	Woman in charge estimated that 50 persons were accommodated in the first year of the home's existence.	do.	2 men, one of whom was a member of the clergy.	Yes.	do.	A man and w
34	do.	German.	30.	4 years.	Person in charge was unable to state or to estimate the number.	do.	1 man who was a minister.	Yes.	Religious organization.	A man, who w assisted by
35	do.	Austrian nationality.	50.	2 years.	Manager stated that 4,879 persons were lodged, and 470 persons were placed in situations, in 1907.	Manager estimated 367.	1 man who was a minister; also a woman missionary who was employed by another religious organization.	Yes.	Philanthropic organization which was subsidized by a foreign government.	A man who w
36	Women and girls.	Swedish.	12.	2 years and 3 months.	Not investigated.	None.	No.	No.	Religious organization.	Matron.
37	do.	Hebrew.	38.	Not investigated.	do.	None.	No.	No.	Not investigated.	Woman super
38	do.	Not investigated.	58.	do.	do.	None.	No.	No.	do.	Woman mana
39	do.	Swedish.	26.	1 year and 6 months.	The manager stated that 217 girls were accommodated in the home in 1908.	None.	No.	No.	Religious organization.	Woman mana deaconess.
40	do.	do.	14.	7 months.	Not investigated.	None.	No.	No.	do.	Matron.
41	do.	French, Spanish, and Italian chiefly.	25.	16 years.	do.	None.	No.	No.	do.	do.
42	do.	Not investigated.	Not investigated.	Not investigated.	do.	Not investigated.	No.	No.	do.	Male manager his wife. Matron and a ant.
43	Young women.	do.	do.	do.	do.	do.	No.	No.	Not investigated.	do.
44	Women and girls.	do.	do.	do.	do.	None.	No.	No.	Religious organization.	Superintende

^aFor moral standards of home, and care exercised in placing inmates, particularly young w

and in investigation of 44 immigrant homes.

Character of home conducted.	Persons in immediate charge.	Rates.		Food.	Condition of home in regard to--		
		Avowed.	Actually charged.		Cleanliness.	Sanitation.	Vermin.
of a fund given for home's maintenance.	Woman superintendent and woman assistant.	50 cents per day, or \$3 per week, for food and lodging; free to persons unable to pay.	Not investigated.	Not investigated.	Clean.	Good.	Not investigated.
of a society, which was subsidized by a government.	Male clerk; supervision by an officer of the society.	60 cents per day for food and lodging; free to persons unable to pay.	75 cents per day for food with lodging in a room accommodating 4 persons, in March, 1908; 60 cents per day for food with lodging in a room accommodating 2 persons, in February, 1909.	Poor; lacked quality, quantity, and variety in March, 1908, and in February, 1909.	Filthy in March, 1908, and in February, 1909.	Bad in March, 1908, and in February, 1909.	Bedbugs in March, 1908. None seen in February, 1909.
of a religious organization.	Male manager, assisted by the home's representative at the immigrant station, and by a minister who was a missionary at the immigrant station.	65 cents per day for food with lodging in rooms on the third and fourth floors; \$1.25 per day for food with lodging in rooms accommodating 2 persons on the second floor; free to persons without funds.	\$1.75 per day for food with lodging in a room accommodating 1 person on the second floor.	Good; wholesome, plentiful, and sufficient in variety.	Rooms provided at the rate of \$1.75 per day for food and lodging were clean.	Poor.	None seen in room provided at the rate of \$1.75 per day for food and lodging.
of a religious charity.	Male manager.	25 cents for lodging; 5 cents per plate for vegetables, 10 cents per plate for meat or stew, 15 cents for steaks, and 20 cents for chicken.	Not investigated.	Not investigated.	Filthy.	Bad.	Not investigated.
of a religious society, subsidized by a government.	Several men and several women of a religious order.	Free or voluntary contributions of 50 cents per day.	25 cents per day for food with lodging in a room accommodating 3 persons.	Quality good, but food was lacking in quantity and variety.	do.	do.	Bedbugs.
of a religious society, subsidized by a government.	Male manager.	60 cents per day for food and lodging; free to persons unable to pay.	Not investigated.	Not investigated.	do.	do.	Not investigated.
of a religious society.	do.	50 cents per day for food and lodging; free to persons unable to pay.	do.	do.	Clean.	Good.	Do.
of a religious society.	do.	50 cents per day, or \$3 per week for food and lodging; free to persons unable to pay.	do.	do.	do.	do.	Do.
of a religious society, subsidized by a government.	Male manager, who was a member of the clergy, assisted by from 8 to 10 women of a religious order.	Free.	do.	do.	do.	do.	Do.
of a religious organization.	Woman manager and woman assistant.	75 cents per day, or \$4.50 per week, for food with lodging in a room accommodating 2, 3, and 4 persons; \$5 per week for food with lodging in a single room.	do.	do.	do.	do.	Do.
of a religious organization.	do.	35 cents to 50 cents per day for food and lodging; free to persons unable to pay.	do.	do.	do.	do.	Do.
of a religious organization.	Male manager, who was a member of the clergy, assisted by several women of a religious order.	Free to immigrants; 50 cents per day, or \$3 per week, for food and lodging to all other inmates.	\$3 per week, and an overcharge of 50 cents, for food with lodging in a room accommodating 11 persons.	Good; wholesome, plentiful, and sufficient in variety.	do.	do.	Bedbugs.
of a religious organization.	2 men who were ministers.	Manager stated that rates were \$1 per day for food and lodging, and accommodations were free to persons unable to pay. Rates posted in the home were \$1, \$1.25, and \$1.50 per day for food and lodging, according to the number accommodated in a room.	\$1.25 per day for food with lodging in a room accommodating 12 persons, plus an overcharge of 50 cents.	do.	Fairly clean.	Bad.	Do.
of a religious organization.	Male manager, who was a minister.	\$1 and \$1.50 per day for food and lodging in a room accommodating from 3 to 8 persons, and 2 persons, respectively, or from \$6 to \$9 per week; 15 cents per bath.	\$1.60 per day for food with lodging in a room accommodating 2 persons.	do.	Clean.	Good.	None seen.
of a religious organization.	Matron.	50 cents per day, or \$3 per week, for food and lodging.	\$1 per day for food and lodging.	do.	do.	do.	Do.
of a religious organization.	do.	\$4 to \$4.75 per week for food and lodging; free to girls who were known to the home and who were without funds.	\$1.50 per day for food and lodging.	do.	do.	do.	Do.
of a religious organization.	do.	85 cents per day, or \$3 per week, for food and lodging; free to girls who were without funds.	Not investigated.	Not investigated.	Fairly clean.	do.	Not investigated.
of a religious organization.	Male manager, who was a minister, assisted by his wife.	Not investigated.	do.	do.	Not investigated.	Not investigated.	Do.
of a religious organization.	2 members of the clergy.	Free.	do.	do.	Clean.	do.	Do.
of a religious organization.	Male manager.	85 cents per day, or \$5 per week, for food and lodging. Free accommodations to persons unable to pay.	\$1.25 per day for food, with lodging in a room accommodating 2 persons.	Good; wholesome, plentiful, and sufficient in variety.	Dirty above stairs.	Bad.	None seen.
of a religious organization.	do.	75 cents to \$1 per day, or \$5 per week, for food and lodging. Free to persons unable to pay.	Not investigated.	Not investigated.	Filthy.	do.	Not investigated.
of a religious organization.	Woman manager.	Not investigated.	do.	do.	Not investigated.	Not investigated.	Do.
of a religious organization.	Two men—a nonresident pastor, who was the responsible head, and the janitor, who acted as resident manager.	\$1 per day for food with lodging in a room accommodating from 2 to 4 persons. \$1.15 and \$1.25 for food with lodging in a single room. 75 cents per day, when inmates stayed more than two days, for food, with lodging in a room accommodating from 2 to 4 persons.	\$1 per day was charged for five days' food with lodging in a room accommodating 3 persons.	Poor; sufficient in quantity and variety, but lacking in quality.	Filthy.	Very bad.	Bedbugs.
of a religious organization.	Male manager, assisted by his wife.	\$1, \$1.10, and \$1.25 per day for food and lodging according to the number of persons in, and the location of, the room; \$3.50, \$4, and \$5 per week.	Agreed to charge inmate at the rate of \$3.50 per week for food and lodging, and charged \$2 for 2 1/2 days' food and lodging.	Good; wholesome, plentiful, and sufficient in variety.	Clean.	Good.	None seen.
of a religious organization.	Matron.	50 cents per day, or \$3.50 per week, for food with lodging in a room accommodating from 2 to 4 persons. \$4 per week for food with lodging in a single room.	A rate of 50 cents per day for food with lodging in a room accommodating 4 persons was quoted to an inmate, but she was charged on one occasion \$2 for three days' food and lodging, and on another occasion, \$1.25 for 1 1/2 days' food and lodging.	do.	do.	do.	Do.
of a religious organization.	Woman manager.	\$1 per day, or \$3.50 per week, for food and lodging; free to persons unable to pay.	\$3.50 per week for food with lodging in a single room, and 50 cents per day for every additional day over a week. \$1 per day for food with lodging in a single room during two days' stay in the home.	do.	do.	do.	Do.
of a religious organization.	Several women of a religious order.	\$2, \$2.50, \$3, \$4, and \$4.50 per week; free to persons unable to pay.	50 cents per day for food and lodging, and when inmate's money (\$2) was gone, she was turned out of the home.	Poor; plentiful in quantity, but lacking in quality and variety.	Fairly clean.	Bad.	Do.
of a religious organization.	Matron.	\$3 to \$6 per week for food and lodging.	Not investigated.	Not investigated.	Clean.	Good.	Not investigated.
of a religious organization.	do.	Free, but inmates were to do household work.	Nothing, but inmate was required to do a reasonable amount of household work.	Good; wholesome, plentiful, and sufficient in variety.	do.	do.	None seen.
of a religious organization.	Man and wife.	Free.	Not investigated.	Not investigated.	Filthy.	Bad.	Bedbugs.
of a religious organization.	A male secretary, a housekeeper, and a janitor.	do.	do.	do.	Fairly clean.	Good.	Not investigated.
of a religious organization.	Woman superintendent and woman assistant.	\$2.25 per week for food and lodging; free to persons unable to pay.	One day's food and lodging was given free of charge to a girl who said that she had no money and was in need of assistance.	Good; wholesome, plentiful, and sufficient in variety.	Clean.	do.	None seen.
of a religious organization.	A man and wife.	Free to immigrants; the society paid the man and his wife from 30 to 40 cents per day for the food for each immigrant.	Not investigated.	Not investigated.	Home consisted of 2 rooms rented from a man and his wife who said that the society paid \$7 per month for the same. The rooms were fairly clean, but not comfortably furnished, and the mattresses were filthy.	Not investigated.	Not investigated.
of a religious organization.	A man, who was a minister, assisted by his wife.	75 cents to \$1 per day for food and lodging.	75 cents per day for food with lodging in a room accommodating 1 person.	Good; wholesome, plentiful, and sufficient in variety.	Clean.	Good.	None seen.
of a religious organization.	A man who was a minister.	50 cents per day for food and lodging.	65 cents per day for food with lodging in a room accommodating 2 persons.	do.	do.	do.	Do.
of a religious organization.	Matron.	50 cents per day, \$3.50 to \$4 per week, for food and lodging.	Not investigated.	Not investigated.	do.	do.	Not investigated.
of a religious organization.	Woman superintendent.	\$3 to \$3.50 per week for food and lodging.	do.	do.	do.	do.	Do.
of a religious organization.	Woman manager.	\$2.75 to \$4.50 per week for food and lodging.	do.	do.	Not investigated.	Not investigated.	Do.
of a religious organization.	Woman manager who was a deaconess.	\$3.50 to \$4.50 per week for food and lodging.	do.	do.	Clean.	Good.	Do.
of a religious organization.	Matron.	\$4 per week for food and lodging.	do.	do.	do.	do.	Do.
of a religious organization.	do.	Free.	do.	do.	do.	do.	Do.
of a religious organization.	Male manager, assisted by his wife.	Not investigated.	do.	do.	do.	do.	Do.
of a religious organization.	Matron and a woman assistant.	Free.	do.	do.	do.	do.	Do.
of a religious organization.	Superintendent.	Not investigated.	do.	do.	Clean.	Good.	Do.

Inmates, particularly young women and girls, in employment, see pp. 185 to 190.

APPENDIX A—Continued.

MORAL STANDARDS OF HOME, AND CARE EXERCISED IN PLACING INMATES, PARTICULARLY YOUNG WOMEN AND GIRLS, IN EMPLOYMENT.

Home No. 1.—The superintendent or her assistant investigated all of the addresses at which immigrant girls were placed both before and after the girls left the home. The superintendent would not supply a girl to one of the Commission's women investigators for work in an alleged "sporting house." The addresses of 26 immigrant girls who were discharged to this home by the immigration authorities were investigated within five months after the girls were discharged to the home. All of the girls were, or had been, at the addresses given by the home.

Home No. 2.—The manager, an assistant, and an officer of the society supplied, in March, 1908, a girl to a woman investigator for work in a "disorderly flat," and accepted a donation of \$1. The manager and an officer of the society supplied, in February, 1909, a girl for work in a "sporting house" which had "never been raided by the police." The addresses of 20 immigrant girls who were discharged to this home by the immigration authorities were investigated within five months after the girls were discharged to the home. Eleven of the girls were, or had been, at the addresses given by the home; in 7 instances the girls had never been at the addresses given and no trace of them could be found at these addresses, and in 2 instances the addresses were nonexistent.

Home No. 3.—The home's representative at the immigrant station tried to criminally assault a girl inmate of the home, and he recommended to this girl a licensed employment agency whose manager supplied to an investigator a girl for an alleged immoral house. This same representative placed a girl inmate with an investigator who tried to explain the alleged bad character of her business to him, but he said he did not care anything about her or her business nor where he sent the girl, because the latter was not an immigrant and he was compelled to investigate only in the case of immigrant girls. The addresses of 19 immigrant girls who were discharged to this home by the immigration authorities were investigated within four months after they were discharged to the home. Eleven of the girls were, or had been, at the addresses given by the home; 4 had been discharged to another home; in 3 instances the girls had never been at the addresses given and no trace of them could be found, and in 1 instance the address was nonexistent. When the immigration authorities asked the home concerning the whereabouts of the 3 girls whose addresses were false and of the girl whose address was nonexistent, the home replied giving new addresses for the first 3 girls but repeating the same nonexistent address for the other one.

Home No. 4.—The home's representative at the immigrant station charged for his services in getting detained immigrants out of the station, and in one instance introduced to the relatives of detained immigrants a lawyer who demanded \$300, part of which was paid, for getting these immigrants out of the station's detention rooms. The manager tried to supply a girl to an investigator for work in a "sporting house" and charged \$1 for services rendered in this attempt.

Home No. 5.—A man on the staff was convicted in December, 1907, of violating the employment-agency license law. One of the men on the staff voluntarily pointed out a "disorderly house" in the neighborhood of the home to a man inmate, and quoted rate of same as 50 cents. One woman on the staff supplied a girl to a woman investigator who gave a fictitious name and address, without question, reference, or investigation. The addresses of 17 immigrant girls who were discharged to this home by the immigration authorities were investigated within four and one-half months after they were discharged to the home. Twelve of the girls were, or had been, at the addresses given by the home. In 4 instances the girls had never been at the addresses given and no trace of them could be found and in 1 instance the address was nonexistent. Although a member of the staff stated that they never sent girls to work in saloons, one girl was working in a saloon where the home had placed her and another girl, who had been sent by the home to work in a saloon, had been taken away by her mother.

Home No. 6.—The records of the immigration station contain the affidavit of an immigrant girl who was discharged to the home and who was criminally assaulted in the home by a man on the staff. Although the manager knew of the assault, the employee was not discharged until fully three weeks later, when complaint against the home was lodged with the immigration authorities. The manager explained to the authorities that he had not at once discharged the employee on learning of the assault because he was "fully aware of the very bad character and reputation of" the immigrant girl, but he had dismissed him "on the spot" when he learned that complaint had been made against the home. He added that the man who had made the complaint was a former employee of the home who had been discharged for negligence,

and after his dismissal they learned that he had accepted bribes and was an embezzler. The manager, in January, 1909, told a woman investigator, who stated that she kept a "sporting house" or "fast house," that he could not supply her with a girl because he had none in the home, and advised her to apply to another home. The address of 35 immigrant girls who were discharged to this home by the immigration authorities were investigated within six months after they were discharged to the home. Thirty of the girls were, or had been, at the addresses given by the home; in one instance the girl had never been at the address given, and no trace of her could be found, and in 4 instances the addresses were nonexistent.

Home No. 7.—When a woman asked a man in charge of the office of the home whether she could secure a girl there, he stated that the home never had women inmates except in the hospital which was connected with the home, and advised her to apply at another home.

Home No. 8.—The manager said he could not supply a girl for work in an alleged "sporting house," because the home never accommodated girls. He advised the woman to apply at another home, and wrote the address of the same.

Home No. 9.—A woman on the staff supplied a girl to a woman investigator who gave a fictitious name and address. Without question, reference, or investigation another woman on the staff was willing to supply an immigrant girl for an alleged "sporting house" which had "never been raided or troubled by the police" and which was well protected and where the girl could add to her wages "by doing business on the side." The addresses of 20 immigrant girls who were discharged to this home by the immigration authorities were investigated within three months after they were discharged to the home. Eighteen of the girls were, or had been, at the addresses given by the home, but in 2 instances the girls had never been at the addresses given and no trace of them could be found.

Home No. 10.—The manager was willing to supply a girl inmate for work in a manicuring establishment to a woman investigator who represented herself as housekeeper for her sister who had the establishment. When the woman explained that her sister had a furnished-room house and did "a little business on the side," but the girl would not be required to do wrong against her will, the manager said that she distinctly understood the kind of girl wanted, and she did not wish to place a girl in such surroundings.

Home No. 11.—The manager agreed to supply a girl to a woman investigator for work in an alleged "sporting house" or "fast house" which had "never been raided by the police" and was "well protected." On reflection the manager comprehended the character of the alleged "house," and when the woman returned to the home two days later the manager refused to supply the girl and upbraided the woman for keeping such a house. The addresses of 21 immigrant girls who were discharged to this home by the immigration authorities were investigated within five months after they were discharged to the home; 14 of the girls were, or had been, at the addresses given by the home, but in 7 instances the girls had never been at the addresses given, and no trace of them could be found.

Home No. 12.—A woman investigator who twice applied to the home for a girl was supplied both times, although she gave in each instance a fictitious name and address.

Home No. 13.—In April, 1908, the manager refused, without having first investigated the applicant's address, to place a girl with a woman who called for a servant, and, although there was a girl staying in the home and trying to get employment, told the woman that there were no girls in the home. The manager recommended three licensed employment agencies to this girl. On investigation it was ascertained that one agency was willing to supply a girl to a woman investigator without question, reference, or investigation; but refused to supply one for a "house" which, it was alleged, "had never been raided." A second agency supplied a girl for work in an alleged manicuring establishment where "a little business" was carried on and the girl was not to talk or to get her mistress into trouble with the police, the woman in charge showing that she understood the alleged bad character of the establishment. The manager of the third agency supplied a girl for an alleged manicuring establishment, which was for both men and women and "had never been raided," and said that she understood the kind of girl wanted. The addresses of 17 immigrant girls who were discharged to this home by the immigration authorities were investigated within seven months after they were discharged to the home; 15 of the girls were, or had been, at the addresses given by the home, but in 2 instances the girls had never been at the addresses given, and no trace of them could be found.

Home No. 14.—In April, 1908, the manager charged a girl, who stated that she was a servant out of employment, \$1.60 per day for food and lodging, and refused to quote a lower rate, on the ground that the home was full of immigrants. Although this girl

was trying to secure a situation, the manager refused, without question, reference, or investigation, to supply a girl to a woman who called for a servant. The home, however, recommended to this girl a licensed employment agency, which on investigation, supplied a girl to a woman for an alleged manicuring establishment which had "never been bothered by the police" and had "never been raided." The addresses of 7 immigrant girls who were discharged to this home by the immigration authorities were investigated within seven months after they were discharged to the home; all of the girls were, or had been, at the addresses given by the home.

Home No. 15.—The matron supplied, without question, reference, or investigation, a girl inmate of the home, for work in a manicuring establishment in another city, to a woman who gave a fictitious name and address; but the matron afterwards refused to supply a second girl when the woman explained that she and a friend had a "house" where they "did a little business." The matron said that it was an outrage for a woman to come to a Christian home for a girl for a "bad house."

Home No. 16.—The matron supplied a girl inmate for work in a manicuring establishment in another city to a woman who stated that she had a "house" in connection with her manicuring establishment which "had never been raided." The matron told the woman that she understood the kind of girl wanted, and explained to the girl supplied that the woman had a "bad house." The matron accepted a donation of 50 cents.

Home No. 17.—The matron of this home supplied a girl inmate to an investigator for work in an alleged "fast house."

Home No. 18.—The manager supplied a girl to a woman who stated that she kept a "sporting house," or "fast house," which was "well protected by the police and had never been raided," and the girl could add to her wages by "doing business on the side." The manager charged a fee of \$1 and gave a receipt for the same.

Home No. 19.—In January, 1909, one member of the staff, a clergyman, supplied a girl who had come to him for assistance and employment to a woman who stated that she kept a "sporting house," "fast house," which was "well protected by the police and had never been raided," and where the "girl could add to her wages by doing business on the side." The member of the staff advised the girl to take the place and try to give satisfaction. He told the investigator that no fees were charged, but donations would be acceptable. He was given \$1 and accepted. The addresses of 32 immigrant girls who were discharged to this home by the immigration authorities were investigated within six months after they were discharged to the home; 21 of the girls were, or had been, at the addresses given by the home, but in all instances the girl had never been at the addresses given and no trace of them could be found.

Home No. 20.—In January, 1909, the manager and a minister who was employed by a religious organization and who made his headquarters in the home supplied a girl who had come to the home for assistance and employment to a woman who stated that she kept a "sporting house" or "fast house," that her house "had never been raided or troubled by the police," and that the girl could "increase her wages by doing a little business on the side." The minister told the girl that if she saw anything wrong in the woman's house she could return to the home, and when the girl asked what could be wrong, he said that there might be many men, and men were not always what they should be. The minister said that no fees were charged, but the woman could give a donation. She gave \$1 and received a receipt for the same. The addresses of 14 immigrant girls who were discharged to the home by the immigration authorities were investigated within eight months after they were discharged to the home; 13 of the girls were, or had been, at the addresses given by the home, but in one instance the girl had never been at the address given, and no trace of her could be found. When the immigration authorities asked the home concerning the whereabouts of the girl whose address was fictitious, the manager of the home denied ever having had the girl in the home.

Home No. 21.—Two members of the staff, one of whom was superintendent of the home and treasurer of the society and the home's representative at the immigrant station, agreed, in May, 1908, to supply a girl to a woman who went to the home in company with another woman and stated that she kept a "sporting house" which "had never been raided by the police," and where the girl "could lead any kind of life she chose." When the woman went, by appointment, for the girl, one member of the staff said that he had not yet been able to secure a girl, but that he was trying to get some one to "sell" him a girl. He said that he understood "just the kind" of girl wanted—"a young girl, 16 or 19 years old, pretty and healthy"—and that he would surely procure such a girl, for he would either buy her or get her from some ships which would arrive on the following Saturday. The investigator afterwards paid \$5 to one member of the staff for procuring a girl, and both paid \$5 to one member

of the staff for procuring a girl, and both members of the staff said that if the woman had gone to an employment agency for "that kind of girl" she would have had to pay from \$5 to \$9. When the member of the staff delivered the girl to the two women at a specified address, he said that the girl understood the character of the "house," and that he would be glad to procure more girls for the establishment. The girl later stated, through an interpreter, that she "did not know that the alleged 'house' was a 'bad house,' but had understood that she 'was to be a decent servant.'"

Home No. 22.—In January, 1909, a woman went to the home and asked to be supplied with a girl for work in a "sporting house" or a "fast house." The manager said that her organization was engaged in taking girls out of that kind of life; but she supplied a "fallen girl," who was an inmate of the home, for work in this "house," charging a fee of \$1 and giving a receipt for the same.

Home No. 23.—The resident manager supplied a girl inmate to a woman for work in an alleged "sporting house" or "fast house." He said that he charged no fee, but if the woman wished to give a donation, he would not accept less than 50 cents. One member of the staff made immoral proposals to a girl inmate and tried by arguments based on his knowledge of medical science to persuade her to yield to his importunities.

Home No. 24.—A young man temporarily in charge of the home during the manager's vacation supplied a girl to a woman for work in an alleged "sporting house." When asked the amount of the fee, he said that no office fee was charged, but if the woman wished to give him something for himself he would take it; he was given 50 cents. The manager stated, when he was asked to supply an immigrant girl for work in a "sporting house," or "fast house," that immoral girls frequently came to this country and he would try to get one for the woman. He and his wife supplied the investigator with an immigrant girl, who was 18 years of age and who had been in the country six days, for work in an alleged "sporting house," or "fast house," the investigator telling the manager that in a week she would have the girl "trained in and doing business." The manager said that no fees were charged, but he could always take a donation; the investigator gave him \$2, and on request he furnished a receipt upon which he wrote the date, the girl's name and age, and his own signature.

Home No. 25.—The matron supplied a girl to a woman, who gave a fictitious name and address, for an alleged "sporting house" which had never had any trouble with the police and had "never been raided." When asked the amount of the fee, the matron replied that she did not call it a fee; that ladies gave whatever they wished, and \$1 would be all right for that time. Six weeks later the matron supplied another girl inmate to the same woman for work in a "sporting house," the woman giving a different name and address. Both girls supplied to the woman were sent back to the home, and when the second girl returned the matron said that "that woman" had been supplied with two girls from the home and had given two different addresses, and if the woman ever came to the home again she would telephone for the police.

Home No. 26.—The cook, who was in charge during the manager's vacation, supplied a girl for alleged massage parlors with a lodging house in connection, which was "well protected by the police" and "would never be raided." The cook, who did not understand the bad character of the alleged house, said "that's nice," and asked the woman to write her name and address so that the manager on her return would know where the girl had gone. The cook said that no fees were charged, but the woman might give a donation if she wished, and the woman gave 25 cents. When the manager returned she was asked to supply a girl for an alleged lodging house which "would never be raided because it had paid for police protection." The manager asked whether both men and women came to the house and, on learning that they did, said that the house was a "house of ill fame," and told the woman investigator that she should never come to the home again.

Home No. 27.—Members of the staff tried to supply a girl for work in a lodging house which had "never been raided by the police," and reprimanded an inmate, who seemed to be suspicious of the "house," for not taking the place. They directed one inmate to apply for work to a free employment agency which, on investigation, supplied a girl for work in an alleged "sporting house."

Home No. 28.—A woman who asked a member of the staff to supply her with a young girl for a manicuring establishment, which had "never been bothered by the police or raided" was told that she did not know of any girl who would want to work in such an establishment, because those places had "bad names." A few days later, however, the member of the staff supplied a girl, saying that she would not charge the woman a fee for that particular girl, because she had employed the girl in the home and no longer wanted her services, and it was an accommodation to have the woman take her away. The member of the staff gave the investigator an envelope in which to forward the girl's wages, and said that she kept the girl's money for her because the girl was so sympathetic that she would probably give it away or allow other people to get it from her.

Home No. 29.—The matron supplied a girl for work in an alleged "sporting house," to a woman who said that she, herself, was respectable, but her house was not. The matron told the girl that she did not wish to see her back at the home for six months, unless there was something radically wrong in the place, and if one or two things only were wrong she should not notice them. The matron said that no fees were charged, but a donation would be acceptable, and she was given 25 cents.

Home No. 30.—The matron was willing, but was not able to supply a girl to a woman for work in an alleged "sporting house." She advised the applicant to go to two employment agencies. Upon investigation, these were found to be unlicensed, and supplied girls for alleged "sporting houses." The woman who ran one of the agencies said that she knew that the applicant's house was immoral, and the man who ran the other agency explained the immoral character of the house to the girl and told her that she must do whatever was required of her. A girl who went to this home to stay overnight was insulted by one of the employees, a young man who attempted to get into bed with her, and she left the home about midnight.

Home No. 31.—The secretary recommended to a woman who applied to him for a girl for a "sporting house," an employment agency, which, on investigation, was found to be unlicensed, and furnished a girl for the alleged "sporting-house" work. The housekeeper and janitor, who were in charge of the home in the absence of the secretary, supplied a girl for work in an alleged "sporting house" and charged for this service a fee of \$1. While the woman was securing the girl, she saw the janitor lay hands on one of the inmates, a feeble-minded woman, and become grossly familiar with her.

Home No. 32.—The superintendent refused to supply, without first investigating the references given, a girl inmate who was without money and who had come to her for assistance, to a woman investigator who said that she lived in Philadelphia and wanted a girl for work in a furnished-room house accommodating transients. The investigator said the girl must not be "nosey," that her work would be to open the door for, and attend to, the customers of her house. The superintendent wrote down the fictitious name and address which the investigator gave and then called up by long-distance telephone the police department of Philadelphia, and asked them to ascertain the character of the woman's house and telephone as soon as possible to the home. The superintendent told the girl that she distrusted the character of the woman's business and her motives in going to another city to secure a girl for work in Philadelphia, and commanded the girl to stay in the home the rest of the day and, in order to insure the girl's remaining indoors, locked up the girl's hat and coat.

Home No. 33.—The home's care of inmates and the moral standards of the management were not investigated. A girl who went to one of the representatives of the society and stated that she was a stranger in the city and had been directed to apply to him for a situation and place to stay in, found him so intoxicated that he could scarcely stand, and she was roughly told to go away.

Home No. 34.—The minister supplied a girl inmate for an alleged "sporting house" which "had never been raided and was well protected by the police." He advised the girl to take the place, and said that the girl was one who could take care of herself. He accepted a donation of 50 cents.

Home No. 35.—The minister told a woman who asked to be supplied with a girl for an alleged "sporting house" which "had never been raided or troubled by the police" that he was supposed to investigate persons with whom he placed girls. He said that recently two girls had been placed with supposedly Christian people for household work, but three or four months later he had found that the houses into which the girls went were disreputable and the girls had been ruined. The woman declined to give a reference, and after telling the girl to go and see the woman's house and then report to him what she had found out, he said that if the girl wished to take the place on her own responsibility he would have nothing more to do with the matter. The girl left the home with the woman.

Home No. 36.—In December, 1908, the manager was willing to supply a girl to a woman who stated that she had "a furnished-room and sporting house where she accommodated transients," that the girl could "increase her wages by doing business on the side," and that her house was "well protected by the police and had never been raided." The manager said that the one girl available in the home was too old, but immigrants would be arriving after the holidays, and if the woman called then she would be pleased to supply her with a girl.

Home No. 37.—The superintendent stated that the home did not maintain an employment bureau, but she supplied a girl, who had applied to her for shelter and employment, to a woman for work in "a furnished-room and sporting house." The woman gave a fictitious name and address, and said that her house was "well protected by the police and had never been raided," and the girl could "add to her wages by doing business on the side." The superintendent wrote the girl's name

and address, the date and the amount of wages to be paid, and added her signature to the memorandum.

Home No. 38.—The manager stated that the home did not maintain an employment bureau; but when the investigator asked for a girl for an alleged "furnished-room and sporting house," the manager said that a girl who wanted employment had just left the home and she would call her. The investigator explained to the manager in the presence of the girl who was called that she kept a "sporting house" which had "never been raided by the police," and that the girl could "add to her wages by doing business on the side." When the investigator left the home the girl went with her.

Home No. 39.—In December, 1908, the manager supplied, without reference or investigation, a girl who had applied to her for shelter and employment, to a woman who gave a fictitious name and two different addresses. The woman said in the presence of the manager and the girl supplied that she had a "sporting house;" that the girl would be required to open the door for, and wait on, her customers; that the girl could "add to her wages by doing business on the side," and that the girl must not be "nosey," for her house "had never been raided and was well protected by the police." The manager warned the girl that "temptations" might come, told her to try to give satisfaction, and said that it was curious and providential that the woman and the girl had happened to come into the home at the same time. The manager said that no fees were charged, but donations were acceptable. She was given \$1. On request, the manager wrote down the girl's name, the address of the home, the date, the amount of wages to be paid, and added her own signature.

Home No. 40.—In December, 1908, the manager refused admission to a girl to the home who said that she was a stranger in the city, was without friends or money, and wished to stay in the home until she could secure employment. The manager said that she could not accommodate girls without money, no matter how great their need might be. The manager then supplied this girl to an investigator, who gave a fictitious name and address. The investigator stating in the presence of the manager, several inmates, and the girl supplied that she had a furnished-room and sporting house;" that the girl could "add to her wages by doing business on the side;" that her house was "well protected by the police and had never been raided." The manager advised the girl to take the place and mind her own business, and told the woman that the girl must not return to the home, for she did not want "her kind," because she had learned from experience that they did not pay.

Home No. 41.—In December, 1908, the manager supplied a girl, who said that she was a stranger and in need of employment, to a woman who stated in the presence of the manager and the girl supplied that she had a "furnished-room and sporting house," where the girl could "add to her wages by doing business on the side." The manager told the girl supplied that she should not notice any men who might be in the woman's house, and said that it was her opinion that a girl always made the first advances, and if the girl minded her own business she would get along all right. The manager said that no charges were made by the home for getting employment, but the woman might give a donation if she liked. One dollar was given, and on request the manager wrote down the girl's name, address, date, and amount of wages, and added her signature.

Home No. 42.—In December, 1908, the man in charge supplied a girl, who had applied to him for employment, to a woman who said that she had "a furnished-room and sporting house," where the girl could "add to her wages by doing business on the side." The manager said that he had placed 30 girls within a month. He said that the home did not charge fees, but a donation would be acceptable, and he was given 50 cents. When the woman asked him to write for her the girl's name and address, the date of employment, and the amount of wages to be received, so that the girl would know when and where employment had been secured, he had his wife write, "I have engaged this girl for \$15 per month;" then signed the girl's name, and, on request, added his own signature.

Home No. 43.—In December, 1908, a woman went to the home and asked the matron to supply her with a girl for "an alleged furnished-room and sporting house" which "had never been raided or troubled by the police." The matron said that the woman evidently misunderstood the character of the home, for the home never supplied girls for that sort of employment. She then walked to the door and opened the same as an invitation to the woman to leave.

Home No. 44.—In December, 1908, the superintendent supplied a girl, who had applied at the home for assistance in finding employment, to a woman for work in an alleged "sporting house" which was "well protected by the police" and had "never been raided." The superintendent advised the girl to take the place and to try to give satisfaction. When asked the amount of the fee, the superintendent said that the woman could give 25 or 50 cents.

APPENDIX B.^a

Table of data obtained in investigation of 25 employment agencies.

Agency No.—	Persons placed in situations.	Employment agency conducted by—	Persons in immediate charge.	Legal status of agency.	Fees.	
					Avowed.	Actually charged.
1	Women and girls chiefly.	Woman, for personal gain.	Woman.....	Licensed and privileged to charge fees prescribed by law.	Prescribed by law.	\$3 to employer.
2	Men and women.	Two philanthropic societies.	Male superintendent, and a matron.	Not licensed and not privileged to charge any fees.	Free.....	When asked by a woman who secured a servant whether there was any charge, the matron said, "Yes, there is a fee," but she did not state the amount.
3	Women and girls chiefly.	Woman, for personal gain.	Woman.....	Licensed and privileged to charge fees prescribed by law.	Prescribed by law.	\$3 to employer.
4	.....do.....	.....do.....	.....do.....	.....do.....	.....do.....	Not investigated.
5	.....do.....	Firm consisting of two members.	.....do.....	.....do.....	.....do.....	\$3 to employer.
6	Men and women.	Religious organization.	Man.....	.....do.....	.....do.....	\$1 to employer and \$1 to employee.
7	Women and girls.	.....do.....	Woman.....	Not investigated.	Not investigated.	25 cents to a girl who wanted employment.
8	Women and girls chiefly.	Woman, for personal gain.	.....do.....	Licensed and privileged to charge fees prescribed by law.	Prescribed by law.	\$1 to employer and \$1 to employee.
9	.....do.....	.....do.....	.....do.....	.....do.....	.....do.....	\$1 to employer.
10	.....do.....	.....do.....	.....do.....	.....do.....	.....do.....	\$1 to employer and \$1 to employee.
11	Men and women.	.....do.....	Man and woman.	Not licensed and not privileged to charge any fees.	Free.....	None; refused to accept even 25 cents as a donation.
12	Women and girls.	Woman, for personal gain.	Woman.....	.....do.....	Not investigated.	\$1 to the employer and \$1 to the employee.
13	.....do.....	Man, for personal gain.	Man.....	.....do.....	.....do.....	Nothing to employer; \$2 to the employee.
14	.....do.....	Philanthropic association.	Woman, who had several women assistants.	Licensed and privileged to charge fees prescribed by law.	Prescribed by law.	\$1 to employer and \$1 to employee.
15	.....do.....	Religious organization.	Woman, who had several assistants.	.....do.....	.....do.....	92 cents to the employer.

^a For moral standards of management and care exercised in placing applicants, particularly young women and girls, in employment, see pp. 192 to 195.

Table of data obtained in investigation of 25 employment agencies—Continued.

Agency No.—	Persons placed in situations.	Employment agency conducted by—	Persons in immediate charge.	Legal status of agency.	Fees.	
					Avowed.	Actually charged.
16	Women and girls.	Man and wife, for personal gain.	Man and wife..	Not licensed and not privileged to charge any fees.	Not investigated.	Demanded \$2 from the employer.
17	Men chiefly...	Philanthropic organization.	Man.....	do.....	Free.....	Not investigated.
18	Women and girls.	Woman, for personal gain.	Woman.....	Licensed and privileged to charge fees prescribed by law.	Prescribed by law.	\$1 to employer and \$1 to employee.
19	do.....	do.....	do.....	do.....	do.....	Not investigated.
20	Men and women.	Man, for personal gain.	do.....	do.....	do.....	Do.
21	Women and girls.	Religious organization.	do.....	Not licensed and not privileged to charge any fees.	Free.....	Woman in charge said that donations were always acceptable and held out her hand as if expecting one.
22	do.....	Woman, for personal gain.	do.....	No license required by law.	\$1 when position is finally secured.	Demanded \$2.
23	Men and women.	do.....	Woman, with woman assistant.	Not investigated.	Free.....	None; refused to accept a donation.
24	Women and girls.	Religious organization.	Woman.....	do.....	\$1 to employer.	\$1 to employer.
25	do.....	do.....	Man.....	do.....	Free.....	None; but manager expressed his willingness to accept a donation.

MORAL STANDARDS OF MANAGEMENT, AND CARE EXERCISED IN PLACING APPLICANTS PARTICULARLY YOUNG WOMEN AND GIRLS, IN EMPLOYMENT.

Agency No. 1.—This agency was recommended by members of the staffs of Home No. 3 and Home No. 13. The woman conducting the agency supplied a girl to one of the Commission's investigators for work as a servant in an alleged manuring establishment which "had never been raided by the police" and which "was patronized by both men and women." The woman said that she understood just the kind of girl wanted, and she would be glad to furnish such girls at any time.

Agency No. 2.—This agency was recommended by members of the staffs of Home No. 3, Home No. 13, and Home No. 14. The superintendent and matron of the agency supplied a girl for work as a servant to an investigator who told the girl, in the presence of both the superintendent and matron, that she ran "a manuring establishment and sporting house" in Philadelphia, that her home "had never been raided or troubled by the police," that she would pay \$20 a month wages, and that there would be opportunities for the girl to "make money on the side." When the girl asked the matron's advice about taking the place, the matron told her that she was old enough to take care of herself.

Agency No. 3.—This agency was recommended by members of the staffs of Home No. 13 and Home No. 20. The woman in charge supplied a girl for work as a servant in an alleged manuring establishment after being told by the investigator that the girl must be one who would not talk or get her employer into trouble with the police. The woman in charge showed when she supplied the girl that she clearly understood the alleged bad character of the establishment.

Agency No. 4.—Recommended by members of the staffs of Home No. 13 and Home No. 20. The woman in charge was willing at first to supply a girl without any investigation whatever of the address or references given by the investigator; but upon being told that the investigator's house "had never been raided," she refused to supply the girl.

Agency No. 5.—Recommended by member of staff of Home No. 14. The women in charge of the agency supplied a girl for work as a servant in an alleged manicuring establishment which had "never been bothered or raided by the police." The woman said that she understood the kind of girl wanted, that she had explained to the girl the "kind of house" kept by the investigator, and that if the girl did not prove satisfactory the investigator should return and get another one.

Agency No. 6.—The man in charge of this agency supplied a girl for work as a servant in an alleged "furnished-room sporting house." In making application for a girl, the investigator said that she wanted a girl who would not be "nosey," for while her house was a "fast house," it was "well protected by the police" and had "never been raided." After both the investigator and the girl had paid their fees, the man said that he did not know whether he ought to allow the girl to go to such a place, and added that if the girl did not like the employment she could return to the agency and he would get another place for her.

Agency No. 7.—The woman in charge of this agency refused to supply a girl for work in an alleged "furnished room and fast house," saying that she understood the character of the investigator's "house," and that it was disreputable.

Agency No. 8.—Recommended by Home No. 24 and Home No. 26. The woman in charge of the agency supplied a girl for work as a servant in an alleged "fast house." In making application for a girl, the investigator stated that her "house had never been raided by the police," and that she wanted a girl who would not make trouble. When the girl asked what a "fast house" was, the woman in charge of the agency explained to her the character of the establishment.

Agency No. 9.—Recommended by Home No. 24 and Home No. 26. The woman in charge of this agency, who was the daughter of the proprietor, supplied a girl for work as a domestic in an alleged "sporting house" or "fast house." When the investigator told the girl supplied that her house was a "fast house," the girl said she understood, but that she did not think it made any difference what she did, for she wanted the money. When the investigator asked the woman in charge to explain the character of her house to the girl, the woman talked with the girl aside for a few minutes, and said that the girl would try the place for a week, but that she, herself, was sure the girl would stay permanently. The investigator told the woman in charge to register her as Miss _____, and added that she was not giving her real name to the agency or to the girl; she was told by the woman that it was not necessary in either case.

Agency No. 10.—Recommended by member of staff of Home No. 24. The proprietor of this agency supplied a girl for work as a servant in an alleged "furnished-room house accommodating transients" where the girl could "add to her wages by doing business on the side." In this case the proprietor of the agency showed that she did not understand the character of the investigator's establishment, even after the investigator had explained that she wanted a girl who would not be "nosey," and had stated that she "paid the police for protection" and her house "had never been raided."

Agency No. 11.—Recommended by member of the staff of Home No. 27. The woman in charge of this agency supplied a girl for work as a servant in an alleged "sporting house" which "had never been raided" and which was "well protected by the police." The woman said that the rules of the agency did not allow her to send a girl into a "bad house," but there was no objection to sending a girl into a "sporting house" or "gambling house." Later the investigator returned to the agency and applied for another girl, stating in the course of the conversation that the first girl was getting along well by "doing business on the side." The woman in charge of the agency was willing to supply a second girl.

Agency No. 12.—Recommended by member of staff of Home No. 30. This agency supplied a girl for work as a servant in a lodging house. In making application for a girl the investigator said she would pay \$20 a month wages, but that the girl could have the opportunity of adding to her wages "by doing business on the side." The investigator further explained that she did not want a girl who would be a trouble maker, for her house "had never been raided" and was "well protected by the police." The woman who ran the agency said she was afraid the investigator's house was an "immoral house." She agreed, however, to supply the girl, saying that she would come to the "house" in a few days and see how the girl was situated.

Agency No. 13.—Recommended by member of the staff of Home No. 30. The man who ran this agency supplied a girl for work in an alleged "lodging house which accommodated wealthy men as transients." The investigator said that her house was not what one would call a "respectable" house, but that she would pay \$20 a month wages, and the girl would have opportunities of "doing business on the side." The man explained to the girl the character of the establishment, and then told the investigator that the girl agreed to go and that she would do whatever was wanted.

Agency No. 14.—Recommended by a missionary at the immigrant station. According to the regulations of this association only its members were to be supplied with girls. The woman in charge, however, supplied a girl to one of the Commission's investigators for work as a servant in an alleged manicuring establishment and furnished-room house. The investigator explained that the girl's work would consist largely in attending the door and meeting the wealthy men customers of the lodging house, but that she would also have to do anything and everything that was asked of her.

Agency No. 15.—Recommended by a missionary at the immigrant station. The woman in charge of this agency supplied a 17-year-old girl for work in an alleged furnished-room house which was described as a "regular sporting house" which "had never been raided" and was "well protected by the police." The girl could not immediately accompany the investigator to the "sporting house," so arrangements were made for her to meet the investigator on the following day and go then to take her place in the establishment. The girl failed to keep her appointment, and the investigator went to her home address to see what was the matter. The girl's mother said that when her daughter came home and announced that she had a place to work in a "sporting house" she immediately forbade her to take the place, for everybody knew that employment in a "sporting house" was bad employment. When the investigator returned to the agency and said that the girl supplied had disappointed her the woman in charge supplied another girl.

Agency No. 16.—Recommended by member of staff of Home No. 31. The woman in charge of the agency supplied a girl for work as a domestic in an alleged "sporting house" which "had never been raided." In making application for the girl the investigator stated that she would pay \$20 a month wages, but that the girl could add to her wages by "doing business on the side." The woman in charge of the agency said that she would like to supply the investigator with another girl whom she could get for her.

Agency No. 17.—The man in charge of this agency refused absolutely to supply a girl for work as a domestic in an alleged "furnished-room and sporting house." He said that he did not supply girls for establishments of that kind, and the investigator would have to look elsewhere.

Agency No. 18.—Recommended by a missionary at the immigrant station. The woman who managed this agency supplied, on different occasions, two girls for work as servants in an alleged "sporting house." In applying for the girls the investigator said that she did not want a "nosey" girl for her house "had never been raided by the police or bothered in any way." In regard to the first girl, the woman said she was sure the girl would know that she was to do her work and "see nothing"; and with regard to the second, that she hoped she would try to please the customers of the house and do whatever they wanted her to do.

Agency No. 19.—Recommended by a missionary at the immigrant station. The woman maintaining this agency refused to supply a girl for work in an alleged "sporting house" which was "well protected by the police" and "had never been raided." She said that such a house was a "fast, immoral house," and berated the woman for keeping such an establishment.

Agency No. 20.—Recommended by the representative of an immigrant aid society. The man maintaining this agency was at first willing to supply a girl for work in an alleged "sporting house," but when the investigator further described the house as one that "had never been raided" and as being "well protected by the police," the man refused absolutely to supply the girl.

Agency No. 21.—Recommended by a missionary at the immigrant station. The woman in charge of this agency supplied a girl for work as a servant in an alleged "manicuring establishment and furnished-room house." The investigator told the woman, in the presence of the girl supplied, that her house was "well protected" and had "never been raided or troubled by the police"; that the girl must be one who would "mind her own business and do as she was told," and that although the wages were only \$20 per month, the girl could make something "by doing business on the side."

Agency No. 22.—The woman in charge of the agency supplied a girl for work as a servant in an alleged "furnished-room and sporting house." The investigator told the woman, in the presence of the girl supplied, that the girl must not be "nosey," for her house "had never been raided by the police and was well protected." The girl asked the woman what she thought of the place, and the latter said that she thought it was all right.

Agency No. 23.—The woman in charge of this agency supplied a girl for work as a servant in an alleged "furnished-room and sporting house." The investigator said that the girl must not be "nosey," for her house had "never been raided by the

police" and was "well protected." The girl supplied filled out a blank form giving her name and last address, and this paper was retained by the woman as part of the agency's record in the case. When the investigator asked for a similar record which would show the name of the agency supplying the girl, the woman refused to supply it, saying that the investigator was not getting the girl from the agency, but that both the girl and the investigator "just happened in" at the same time. Such a paper was, however, eventually furnished.

Agency No. 24.—Recommended by a representative of an immigrant aid society. When the investigator stated that she wanted a girl for work as a servant in an alleged "furnished-room and sporting house," the woman in charge of this agency admonished her not to use the words "sporting house," for such a house was a "bad house." The investigator repeated her statements regarding her "sporting house" and added that her house had "never been raided" and was "well protected by the police." But while she was doing this the woman was motioning the girl not to take the place. The girl, however, evidently either misinterpreted these motions or did not see them, for she agreed to accept the situation. When the investigator asked the amount of the fee, the woman did not wish to charge anything, on the ground that the investigator was not getting the girl from the agency, but had merely come in and met the girl and taken her away. The investigator replied that she expected and was willing to pay a fee, whereupon the woman accepted the same.

Agency No. 25.—The man in charge of the agency supplied a girl for work as a servant in an alleged "furnished-room and sporting house." In applying for the girl the investigator stated that the customers of her house were transients, that the girl must do whatever she was told, and that the girl must not be "nosey," for the house "had never been raided or troubled by the police." The investigator offered \$15 a month wages, but said that, if the girl were accommodating, she could always increase her wages by "doing a little business on the side."

IMMIGRANT BANKS.

IMMIGRANT BANKS.

The report of the Immigration Commission on immigrant banks was presented to Congress February 24, 1910, and printed as Senate Document No. 381, Sixty-first Congress, second session. It is reprinted here as a part of the Commission's complete report.

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INTRODUCTORY.

The "Immigrant Bank" is an institution which flourishes in every part of the United States where immigrants from southern and eastern Europe are gathered in any considerable numbers. These banks bear little resemblance to regular banking institutions. They are without real capital, have little or no legal responsibility, and for the most part are entirely without legal control. Immigrant bankers, as a rule, are also steamship-ticket agents, and usually conduct some other business as well. Consequently the "banks" are, for the most part, located in groceries, saloons, or other establishments which are natural gathering places for immigrants.

Besides handling the savings of his patrons, the immigrant banker performs for them many necessary services. He writes their letters, receives their mail, and is their general adviser in what to them are important affairs. The ability and willingness of the banker to render such services naturally give him an advantage over regular banking institutions, which would not, and, in fact, could not, attend to such matters. In this way immigrant banks and immigrant bankers are important factors in the life of the newer immigrants.

The financial transactions of these bankers are confined mainly to the receiving of deposits and the transmission of money abroad. Deposits are not held as ordinary savings or commercial accounts, but represent, instead, sums of money left with immigrant bankers merely for temporary safe-keeping. They are not subject to check, and as a rule no interest is paid upon them. Except for an understanding that deposits are subject to demand at any time, no limitation is imposed upon the banker with respect to the care or investment of these funds. A common use of deposits is that of direct investment in the proprietor's own business. A reserve fund is seldom maintained by the "bank," and, in case of failure or defalcation, depositors are left with little or no recourse.

The transmission of money abroad is an important part of the business of every immigrant banker. This transmission is effected by means of the "money orders" of certain large banking houses which are placed in the hands of immigrant bankers and sold by them to their customers. Individual transmissions are usually small, but the aggregate in the case of many "banks" is very large, and the amount annually transmitted to Europe is enormous. It is estimated that \$275,000,000 was sent abroad in 1907 by aliens, and approximately one-half of this amount passed through the hands of immigrant bankers.

A few States have attempted through legislation to regulate the immigrant banking business. In Massachusetts and New Jersey these efforts have met with a considerable degree of success, while in

other States the laws which were enacted have proved unsatisfactory and ineffective. Since the presentation of this report to Congress, however, the New York legislature has passed what appears to be the most comprehensive immigrant-bank law yet enacted in any State. The New York act, which is appended to this report, deserves careful consideration, for there is urgent necessity for regulation of these institutions in many of the States where they exist in large numbers without any adequate control or supervision.

This report was prepared by W. K. Ramsey, jr., a special agent of the Commission, under the direction of W. Jett Lauck, superintendent of agents. It deals with the nature and extent of the immigrant banking business in some of the more important immigrant centers, special attention being given to the origin and development of the system; methods of promoting and handling the business; the disposition of deposits by bankers; the amount of money sent abroad by immigrants and methods of transmission; defalcations of bankers and the exploitation of their patrons; and an analysis of state legislation on the subject of immigrant banking, together with a discussion of proposed remedies for counteracting the evils of the system.

IMMIGRANT BANKS.

CHAPTER I.

SCOPE AND METHODS.

The general industrial investigation of the Commission revealed the existence of a large number of nondescript, unchartered institutions owned and operated by immigrants, which, by meeting needs usually supplied by ordinary banks, play an important part in the fortunes of the immigrant laborer. To concerns of this type, whose proprietors—whether independently, in connection with the sale of steamship tickets, or in conjunction with some other line of business—make a practice of receiving, almost wholly from aliens, deposits or money for transmission abroad, the general term “immigrant bank” is applied. Although frequently performing these and other banking functions, they are to be distinguished from the national and state banks of the country, and although, as a rule, privately owned and personally conducted, in activities they differ materially from American private banks of established reputation as well as from those quasi banks sometimes operated by express companies and department stores. In fact, many of the concerns dealing almost exclusively with immigrants, and denominated banks, can not be considered as such in the accepted meaning of the term, but that designation is given them by the proprietors themselves, often in violation of statutory provisions, and for lack of a better term they will be so called in this report.

For the purpose of determining the method of operation, characteristic features, and general conditions of these immigrant banks a special inquiry concerning them was conducted in various localities where large numbers of immigrants were resident. Considerable attention was also devoted to the subject in connection with the general industrial investigation in various parts of the country. Reports were obtained by personal inquiry and examination of over 100 concerns in various large cities and industrial centers of the States of Massachusetts, Rhode Island, New Jersey, New York, Pennsylvania, Ohio, Illinois, Missouri, and Kansas. No attempt was made to interview every immigrant doing a banking business of this nature in each locality studied, but it is believed that the inquiry in nearly every community was made sufficiently complete and comprehensive to ascertain representative conditions. Bankers of various races were selected, with due reference to the importance and extent of their business, so as to give a proportionate or representative division in that regard. In the table on the page following there is presented a summary, by locality and by race of proprietor, of all the establishments investigated.

TABLE 1.—Summary of establishments investigated, by locality and by race of proprietor.

Locality.	Bohemian.	Bulgarian.	Croatian.	German.	Greek.	Hebrew.	Italian.	Lithuanian.	Magyar.	Polish.	Portuguese.	Slovak.	Mixed.	Total.
Albany, N. Y.						1	1							1
Bayonna and Paterson, N. J.						1	3							4
Boston, Mass.						2	3							5
Buffalo, N. Y., and vicinity.			1		1	1	2		1	5				10
Chicago, Ill.	1		a 2		1	1	4	1		3		1		a 14
Cleveland, Ohio.			1			1	a 2		2	1				a 7
Fall River, Mass., and other textile communities.					1	1	3	1			1			7
Indianapolis, Ind.						1	1							2
Kansas City, Mo., and Kans.		1	1		2	2	2						1	9
Philadelphia, Pa.							4							4
Pittsburg, Pa., and vicinity.						1	2						2	5
Other western Pennsylvania communities.			1	2		1	7		a 2			3		a 16
Providence, R. I.							2							2
Rochester, N. Y.						1	3							4
St. Louis, Mo., and vicinity.		b 5	2		1	2	2		1	2				b 15
Syracuse, N. Y.							3							3
Toledo, Ohio.									3	1				4
Utica, N. Y.							3			1				4
Total.	1	b 6	a 8	2	5	15	a 47	2	a 9	13	1	4	3	c 116

a Including one failed banker.
 b Including two failed bankers.

c Including five failed bankers.

In addition to those mentioned in the foregoing summary a large number of other immigrant business men not engaged in immigrant banking were interviewed with reference to the business. An outline ^a is also submitted of the information relative to the subject, which was obtained from the immigrant banking establishments visited. Much additional information, general and particular, was secured from various other sources, and all inquiries were verified as far as possible by examination of the records of the banks, and by additional inquiry. Not only these questions, but others relating to the immigrant as steamship agent, notary public, and labor agent, were taken up in detail. In various localities American bankers and business men were interviewed for the purpose of verifying the data received from other sources and to determine the general conception of the immigrant banker as regards his relation to the public welfare. Many of these informants furnished valuable opinions and information.

From every reliable source at hand data were secured relative to such charges of exploitation of immigrants as had been brought in different localities. Information was also secured concerning the operations of many persons no longer in the immigrant banking business. City and court officials were interviewed relative to those who had failed or who had undergone prosecution. Detailed information was obtained regarding several such banks from trustees and receivers or from the bankruptcy courts.

The officials of various large banking houses in St. Louis, Chicago, Pittsburg, and New York particularly, were interviewed for the purpose of determining the relation borne by them to the immigrant bankers who made remittances abroad through them. Statistics were

obtained from these houses and other mediums in an effort to estimate the amount of money sent by immigrants to foreign countries.

In addition to the actual field work as already described, correspondence was undertaken with the various state banking departments for the purpose of ascertaining the legal status of the immigrant banker in each State, as well as for the purpose of making every phase of the study as complete and general as possible.

It should be stated that prior to this investigation the subject of banking as practiced by immigrants had become one for grave consideration in the State of New York, particularly in New York City, where these concerns flourish as they do nowhere else. Careful investigations had been conducted there by both state and federal authorities. The bulk of the time of the present investigation, therefore, was spent in communities outside of New York City, in an effort to determine the nature and extent of the business elsewhere, rather than in the city itself, where the methods had been more clearly brought to light. The results of the New York investigations, however, were supplemented and confirmed by additional inquiries.

CHAPTER II.

ORIGIN AND CHARACTER OF IMMIGRANT BANKS.

NUMBER AND DISTRIBUTION OF BANKS.

Investigation has revealed the fact that there are in this country at the present time at least 2,625 concerns doing a so-called immigrant banking business. This total has been arrived at through a partial enumeration by the agents of the Commission, in connection with information received from authoritative sources, such as state bank commissioners and banking houses with which the immigrant concerns correspond,^a and does not take into consideration the multitude of saloon keepers, etc., who may be holding deposits for safe-keeping or even, in a quiet way, receiving money for transmission abroad. Banks of this character spring up wherever there is an immigrant population of any proportion. They are found in mining camps and in manufacturing centers, as well as in the foreign districts of cities. The table which follows indicates the approximate number of these concerns in the various States so far as disclosed by the Commission's investigation.

TABLE 2.—*Approximate number of immigrant banking concerns disclosed by the Commission's investigation, by States.*

State.	Number.	State.	Number.
California.....	15	Nebraska.....	10
Colorado.....	15	New Hampshire.....	15
Connecticut.....	65	New Jersey.....	80
Illinois.....	275	New York.....	1,000
Indiana.....	40	Ohio.....	150
Iowa.....	10	Pennsylvania.....	410
Kansas.....	20	Rhode Island.....	20
Maine.....	20	West Virginia.....	10
Maryland.....	10	Wisconsin.....	60
Massachusetts.....	175	Other States and Territories ^b	80
Michigan.....	55		
Minnesota.....	50	Total.....	2,625
Missouri.....	40		

^a From the report of the Commission of Immigration of the State of New York.

^b In this group are included all States and Territories in which there were known to be one or more, but where there was no definite knowledge of as many as 10, immigrant banks. The number includes Alabama, Alaska, Arizona, Delaware, District of Columbia, Georgia, Kentucky, Louisiana, Montana, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, and Wyoming.

It should be clearly understood that the foregoing table does not represent a complete census of immigrant banks. The estimate for each State was based upon evidence of a certain number, with sub-

^c In Appendix II is given the number of Italian banks and estimated Italian population in various States as compiled from the report of the Bank of Naples for 1908. From this appendix it is seen that 684 Italian banks in 146 centers serve an Italian population of 1,328,190.

stantially no allowance for the existence of others of which definite information was not at hand.^o Each State was considered separately, without any attempt at establishing a proportion among them. In the case of New York the figures of the recent state commission of immigration were accepted, but the estimates in every other case resulted from the present inquiry.

It is seen that there are very few immigrant banks in the South or Southwest, or in the Rocky Mountain and Pacific Coast States, the great majority being found in States east of the Mississippi River. In California there are, besides the 15 concerns appearing in the estimate, a number of Japanese banks, but they are, according to the state commissioner, incorporated under the laws of the State, and hence subject to examination and control. There is evidence to support the belief that the large floating immigrant population of the northwestern States generally maintains relations with banks at eastern distributing centers.

RACES PREDOMINATING AS BANKERS.

The immigrant bank is an institution peculiar to races coming from southern and eastern European countries, which races at the present time constitute the bulk of laborers in almost all great industrial centers where foreign-born workers predominate. Establishments of this nature have not at any time been conducted for immigrants from the United Kingdom and northern and western European countries. These immigrants have more readily adapted themselves to American customs and institutions generally, and when transmitting money abroad do so through ordinary recognized channels. Moreover, the tendency to send their savings abroad is not nearly so marked as among the more recent type of immigrants from the east and south of Europe. Whether the practice of sending their surplus money to their native countries, which exists so generally among the newer immigrants, is to any great extent due to the influence of immigrant bankers can not well be determined.

Immigrant banking as applied to Orientals does not seem to present any difficult problems as far as the eastern section of the country is concerned. No Chinese banks of a type similar to that here under consideration were found to exist in the Eastern States. While remittances abroad are to a great extent handled by merchants of that race, there is among them no such system of transmission as prevails among the southern European races. Chinese remittances are usually made by draft through one of the several large international banks with offices in New York, Chicago, San Francisco, and other cities.

BUSINESS IN CONNECTION.

In the two tables which follow there is shown, by race of proprietor, the number of immigrant banks and steamship agencies investigated, according to business in connection. The first table indicates the connection between bank and steamship agency. The

^o In certain large cities and their environs immigrant banks are very numerous. In New York City there are known to be as many as 500; in Pittsburg 50, in Chicago 75, in Buffalo 40, in Cleveland 20, and in St Louis 30.

second table shows the specified line of business carried on by the 86 banks and steamship agencies shown in the first table to have other business in connection.

TABLE 3.—Number of immigrant banks and steamship agencies investigated, with and without a business in connection, by race of proprietor.

Race of proprietor.	Bank only.	Bank and steamship agency only.	Bank and steamship agency and other. ^a	Bank without steamship agency, but with other. ^a	Steamship agency without bank, but with other. ^a	Total.
Bohemian.....	1					1
Bulgarian.....			b 4	2		b 6
Croatian.....		2	1	c 5		c 8
German.....			2			2
Greek.....			4	1		5
Hebrew.....		8	7			15
Italian.....		13	e 32		2	e 47
Lithuanian.....						2
Magyar.....			e 9			e 9
Polish.....			9		3	13
Portuguese.....		1				1
Slovak.....		2	2			4
Mixed.....		2			1	3
Total.....	1	29	d 72	e 8	6	e 116

^a See table following for detailed statement of other business in connection.

^b Including two failed bankers.

^c Including one failed banker.

^d Including four failed bankers.

^e Including five failed bankers.

TABLE 4.—Number of immigrant banks and steamship agencies having each specified business in connection, by race of proprietor.

Race of proprietor.	Number. ^a	Collections, insurance, rentals, real estate.	Notary public, inter-preter.	Labor agency.	Postal substation.	Books, jewelry, novelties.	Saloon.	Grocery, meat shop, fruit store.	General merchandise.	Wholesalers, import-ers.	Barber shop.	Rooms, boarding.	Miscellaneous. ^b	Having similar finan-cial interests con-ducted elsewhere.
Bulgarian.....	6		1	1	1	1	4	4	3	1		4	1	4
Croatian.....	6					1	4	1		1		1		1
German.....	2	1	1			1								2
Greek.....	5	1	1	2				2						2
Hebrew.....	7	2	5		1	1	1			1				3
Italian.....	34	6	20	8	9	6	4	7		4	2		3	6
Lithuanian.....	2	1							2			1		1
Magyar.....	9	3	5	1			4		3			1		4
Polish.....	12	8	6	1		1	2						1	3
Slovak.....	2	2	1			1						1		2
Mixed.....	1						1					1		
Total.....	86	24	40	13	11	12	21	14	9	7	2	8	6	28

^a See columns 3, 4, and 5 in preceding table.

^b Includes 2 printing establishments, 2 pool balls, 1 furniture store, and 1 embalming establishment.

Of the total number of establishments investigated 47 were operated by Italians, 15 by Hebrews, 13 by Poles, 9 by Magyars, 8 by Croatians, 6 by Bulgarians, 5 by Greeks, 4 by Slovaks, 2 by Hungarian Germans, 2 by Lithuanians, 1 by Bohemians, 1 by Portuguese, and 3 by corporations and partnerships in which various races were represented.

Of the 110 immigrant banks examined, only 1 did a pure banking business; 29 were operated as steamship and foreign exchange agencies; 72 as banks in connection with some other business; and 8 were saloons, etc., whose proprietors were sending money abroad without maintaining a steamship agency. The remaining 6 out of the total of 116 establishments visited were steamship agencies without a bank in connection.

Of the 86 bankers and steamship agents—including the 6 above mentioned—carrying on some other business in connection, some have one other business, some two, and some three or four. These other lines of business and employments are represented as follows: 24 real estate, rental, insurance, and collecting agencies, 40 notarial offices, 13 labor agencies, 11 postal substations, 12 book, jewelry, and foreign novelty stores; 21 saloon keepers, 14 grocers, butchers, and fruit venders, 9 general merchants, 7 wholesalers and importers, 2 barbers, 8 boarding bosses^a or room renters, 2 printers, 2 pool-room keepers, 1 furniture dealer, 1 undertaker, and 28 with similar financial interests apart from the place where the banking business was conducted.

While the 116 establishments investigated form only a relatively small part of the total number in the country, these undertakings were found to be typical in nearly all communities, and so may be considered as fairly representing the immigrant banking business generally.

ORIGIN OF IMMIGRANT BANKS.

The question arises, How have financial functions become confused with other lines of business? The answer is found in the manner in which these banks originate and the character of the men who operate them. Out of the total of 116 establishments examined as representative of existing conditions, 107 were steamship agencies, and of this number all but 6 did an immigrant banking business. In other words, 94 per cent of the concerns engaged in the business of selling steamship tickets were at the same time engaged in the business of immigrant banking. This shows that the relation between the two is so close as to warrant the characterization of them as interdependent. Even the casual observer readily learns to associate the term "immigrant bank" with the poster-bedecked office of the immigrant representative of steamship companies. In the mind of the immigrant the two are almost inseparable. To him the steamship agent is the sole connecting link with the fatherland. As the representative of well-known lines, he ascribes to the agent a standing and responsibility such as he has no cause to assign to any American institution. Nothing is more natural than that the immigrant should take his savings to the agent and ask that the agent send them home for him. Having made the start, it is natural that he should continue to leave with the agent for safe-keeping his weekly or monthly surplus, so that he may accumulate a sufficient amount for another remittance or for the purpose of buying a steamship ticket to bring his family to this country or for his own return to Europe. It is not long before the agent has a nucleus for a banking business, and his

^a The head of a boarding group.

assumption of banking functions quickly follows. The transition is then complete—the steamship agent has become an immigrant banker.

CHARACTER OF PROPRIETORS.

It is not meant to say that only steamship agents become bankers, nor that all immigrants who are doing a banking business are actively engaged in the selling of steamship tickets, but only to point out that the steamship agency is the most general antecedent of the immigrant bank. As a matter of fact, while sufficient evidence was obtained to show that the practice is widespread, it would be a difficult task to determine the extent to which immigrant saloon keepers, labor agents, grocers, and boarding bosses hold deposits that have been left with them for safe-keeping, or receive sums for transmission abroad. The immigrant laborer, for reasons that will be developed, in casting about for a safe depository for his weekly savings, is inclined to bring them to the business men of his own race who happen to have a safe and who are willing to care for his deposits overnight or until such time as he may call for them. Thus the immigrant bank comes into existence. Although the steamship agent, the saloon keeper, or the grocer may for a time act only as a receiver of deposits, or the banking features may be simple in the extreme and purely incidental, and the bank itself no more than desk room in the office of the agency, saloon, or grocery, it is nevertheless true that the important functions of banking are exercised in a manner applicable to the needs of the immigrant. Merely accommodative as they may be in the beginning, they necessarily form a basis for a future extension. It is true that in New York City, and to a less extent in other cities, large numbers of immigrants establish themselves outright as bankers, but the great majority attain that title only after some such preliminary development as described.

Those proprietors who confine their operations to bank and steamship agency, as distinguished from those who conduct such in connection with some other business, are usually the most intelligent men of the immigrant population of any colony or locality. They are always possessed of considerable influence, and may be political leaders in the older and more established immigrant communities. Almost without exception, they are able to speak English and have some degree of education. Frequently they have reached their position of prominence through successful mercantile enterprise. Not a few got their start as day laborers. In most cases the basis of their success lies in a native ability which is by no means necessarily the product of business experience or financial training.

On the other hand, quite the contrary is true of the great number of those who, in a purely personal way, are acting as custodians of their countrymen's funds. The responsibilities imposed upon those who act as bankers for the immigrants are so light as to make the assumption of that important office dependent upon no other qualifications than the would-be banker's ability to inspire the confidence of his compatriot, which racial ties render comparatively easy. Numerous instances are at hand where strangers have gone into communities and established themselves as steamship agents and

foreign-exchange dealers. Their only qualification was that they were Italians among Italians, or Magyars among Magyars. Even a former evil reputation does not appear to injure their ability to attract patronage. In the course of the investigation, knowledge was gained of two fugitive swindlers, two clerks discharged for dishonesty, and several laborers dismissed for dishonesty or incompetency, who have established themselves successfully as bankers.

Hundred of saloon keepers and grocers act as bankers without the least fitness or equipment. It is true that they become bankers only as individuals through the fortunate chance of their position as merchants. Although banking functions are more or less forced upon men of this character, and although they may be exercised in a thoroughly honorable way by many, the fact remains that many hundreds of thousands of dollars belonging to immigrant laborers are handled by ignorant, incompetent, or untrustworthy men.

CHARACTER OF PATRONS.

In this connection it is important to bear in mind that the immigrant banker deals almost wholly with the great body of floating alien labor—that is, those of more recent arrival—who constitute a class farthest removed from Americanization, notably unversed in financial matters, easily influenced by racial appeal, and largely dependent upon the leaders of their own nationality. A successful Italian banker, in commenting upon the ignorance and trustfulness of his patrons, pointed out the ease with which he could exploit them should he so desire. According to this informant, it is not uncommon for laborers who have made deposits to lose their receipts, and, forgetting how much is due them, to take without question whatever balance the banker returns. A member of a leading steamship agency in a large city, which acts simply as depositing agent in assisting immigrants to open accounts in responsible banks, testified that should his firm care to solicit or even to receive without solicitation these deposits, it could command at least \$200,000, so frequently and insistently are sums tendered for safe-keeping. Others have emphasized the fact that anyone who can obtain the confidence of the immigrant laborer is not only in a position to command a large amount of capital, but to command it freely and untrammelled. It is this confidence which the immigrant banker easily inspires, and upon which he relies.

WHY THE IMMIGRANT PATRONIZES THE IMMIGRANT BANK.

The question arises, Why has not the immigrant laborer, disliking or fearing to carry his savings around with him, turned to American institutions to satisfy his banking needs, rather than to the less responsible men of his own race? The causes for his failure to do this are threefold: (1) The ignorance and suspicion of the immigrant, (2) the fact that American institutions have not developed the peculiar facilities necessary in the handling of immigrant business, (3) the ability and willingness of the immigrant proprietor to perform for his countrymen necessary services that it would be impossible for them to obtain otherwise.

The great hindrance in securing immigrant patronage for American banks lies in the alien's ignorance of the English language. Inability to read and write, necessitating the transaction of business through an interpreter, combined with a poor comprehension of the checking system and other banking devices, is apt to cause him to prefer the money belt to the bank, the saloon keeper to the trust company. A natural hesitancy to place confidence in strangers of other races is augmented in many cases by a positive suspicion of American institutions. It was said of the Greeks in a certain locality that they stood somewhat in awe of the magnificent proportions and equipment of the modern city bank. An Italian banker said of his countrymen that their suspicions were aroused by the very richness and, to them, extravagance in the equipment of the average American bank. The Austro-Hungarian races show a similar inclination to look with distrust upon local American institutions. A possible explanation lies in the fact that these races, largely agricultural in character prior to coming to America, are not accustomed to the extended use of banking facilities, or, if so accustomed, confine their relations to the financial institutions operated by the Government in their respective countries. They have learned that the banks of this country are not government institutions and for that reason look with disfavor upon them.

In any event, it is certain that they are usually suspicious of any attempt on the part of Americans to influence the place or manner of their savings. "Their very suspicion [and ignorance] is the opportunity of designing persons among their countrymen, who, under the guise of friendly intervention, secure their little savings and use them for their own benefit."^a Not possessed of an intelligent grasp of financial questions, the average immigrant is easily excited in money matters. Perhaps he does not differ essentially from some American depositors in this respect, but he is quicker to accept the assurances of irresponsible persons that his money will at all times and under any conditions be available. This assurance he obtains from the immigrant banker. Thus the man of his own race, be he saloon keeper, grocer, boarding boss, or banker, who agrees to pay on demand at any hour, is more likely to become the custodian of the immigrant's savings than are institutions of unquestioned strength and reliability.

The fact that in many localities immigrants of different nationalities maintain accounts with reputable banking firms may not be regarded as exceptional so much as indicative of a gradual establishment of confidence in such firms, arising from the frequent frauds to which the immigrants have been subjected by their countrymen. At the present time, however, this tendency is perhaps confined to those who are permanently located in the United States or have been in the country for a considerable period of time. It is more or less doubtful whether such relations can ever be established with the large class of floating alien labor in this country. It would seem desirable, but its attainment is dependent largely upon the desire of the local banks to attract immigrant business and upon their ability to offer the peculiar facilities necessary for obtaining it. In justice to the immigrant it must be stated that in the past neither of these factors has been

^a Report of the Special Committee on Irresponsible Private Banks, Cleveland Chamber of Commerce, Cleveland, Ohio, 1908, p. 3.

greatly in evidence. It is true that of recent years there has been a tendency among the banks in the financial districts of St. Louis, Pittsburg, Chicago, Cleveland, and other large cities to establish foreign departments with competent managers and clerks of the various races of recent immigration. In Pittsburg and vicinity, for instance, there are some 12 or more state, national, and savings banks that maintain well-equipped foreign departments, including steamship agencies. Most of these have been established within the past eight years, the business of some immigrant banker or agent having been absorbed in several instances. Although deposits are encouraged, the activities of these foreign departments are directed primarily to the sale of steamship tickets and the handling of money for transmission abroad. While ostensibly competitors of the immigrant bank, many American banks through departments of this character add much toward the perpetuation of the immigrant concerns by offering to them easy facilities for the transmission of money abroad, as will be described in later sections. To this end and for the purpose of securing the individual business of immigrant laborers, a number of banks with foreign departments advertise in alien newspapers, send broadcast circulars, rate sheets, pamphlets, return envelopes, and other matter printed in different languages, and in some cases employ solicitors to travel about the country.

In addition to these departments "neighborhood" and branch banks in sections populated by immigrants have been more or less successful in securing a share of the immigrant business, both as regards remittances abroad and savings accounts. On the whole, however, there has been a decided disposition among American institutions not to solicit the patronage of the alien directly, especially in view of the fact that his deposits are often for temporary safe-keeping only, to handle which would require an unwarranted amount of bookkeeping. Ignorance of foreign languages on the part of clerks of the average savings bank and unwillingness and inability to extend to the immigrant depositor the very necessary accommodation of patient assistance do not tend to attract immigrant patronage.

Strange as it may seem, its very equipment prevents the American bank from entering into a fair competition with the immigrant banker. A Slovak immigrant banker, in apologizing somewhat for the appearance of his banking room, stated that it was necessarily ill kept because the men would come in in their working clothes, often covered with mud, frequently intoxicated, which, together with smoking and spitting, kept the room in a constant state of disorder. Such a condition would not be tolerated by an American bank. Moreover, the average immigrant feels a certain hesitancy in entering in his working clothes a building of the character of some city banks. This informant, who had been a banker for nearly twenty years, stated that he had often been urged to move into more pretentious quarters, but had refrained because he knew he could not keep them clean except at the cost of prestige and business.

These conditions, together with the inconvenient hours maintained by local banks, prevent any widespread patronage of them on the part of the immigrant. Similar reasons are assigned for the failure of the United States postal money-order system to compete with immigrant bankers in the transmission of money abroad. The

report of the commission of immigration of the State of New York (page 27) explains the situation as follows:

More money is transmitted abroad through these banks than is sent by the aliens through the post-office. In an interview the official in charge of the registry department in the New York post-office ascribes the comparatively limited use of the post-office facilities by the aliens to the following reasons: (1) He is not educated up to the use of the post-office, because he is often illiterate, and can not fill out the necessary blanks. The post-office does not render assistance because it can not assume the responsibility of writing names and addresses as pronounced by foreigners, which might lead to errors and complications and liability on the part of the post-office clerks. (2) Salaries paid to post-office employees are not high enough to attract men able to speak foreign languages, and the force is not large enough to enable the department to detail employees for this special work. Where post-office substations are located in drug stores and like places those in charge are not thoroughly acquainted with foreign exchange and post-office technicalities, and are not permitted to issue foreign money orders. (3) Branch offices close at 8 o'clock in the evening. To keep them open for the accommodation of the alien whose working hours prevent him from utilizing the post-office at an earlier hour would require the attendance of the branch superintendent, since the money received would not be entrusted to a minor official who has not given the statutory bond. (4) Post-offices in small towns do not issue foreign money orders, and the alien being ignorant of the fact that he can, nevertheless, through the postmaster at New York transmit his money abroad, does not utilize the privilege.

The failure of the local institutions to meet the needs of the newly arrived immigrant is, therefore, nowhere more apparent than in the functions of banking. Ignorant of American customs, naturally suspicious of strangers, finding but little encouragement to overcome his hesitancy, the immigrant turns to the bankers of his own race as the only ones willing or able to perform the services he needs.

In many respects these services are unique. Not only does the banker hold the funds of his patron in temporary safe-keeping, or for transmission abroad, but he often transacts for the immigrant such business as handling deposits for foreign banks—in many cases holding the depositor's pass book—or assisting him to open accounts with American banks. Sometimes the banker may be interested in local institutions to which he attempts to divert patronage, or he may be inspired by a desire to avoid the responsibility imposed in the handling of savings accounts. Such deposits as are left in his care he ostensibly holds available at any time, and has been known to extend this accommodation to persons outside the city, sending them amounts as desired.

By reason of his position of power and influence, the immigrant banker is often called upon to perform many other services. Not infrequently as saloon keeper or licensed labor agent he secures work for his patrons, and as grocer keeps them supplied with provisions. Even when not actually a labor bureau, the banker's place of business is in a number of instances practically a labor headquarters, where the idle men congregate and where agents or contractors in need of laborers come to secure them. A notable feature is the extent to which customers are carried on credit through the winter and dull seasons. Book credits aggregating \$5,000 or \$6,000 are not unusual, while even larger sums were found to be due some grocer-bankers. At the time this investigation was made the grocers themselves were in all probability the recipients of credit, and the large sums due them did not necessarily represent net profits. It is, however,

safe to assert that bankers do extend a very material service in this respect.

In forwarding mail, in writing letters for the illiterate, and in many other ways, the banker performs necessary and efficient service. He cashes pay checks, and acts as interpreter, intermediary, and, in some cases, legal adviser. He often furnishes lodging and board at a moderate cost. As notary public he prepares legal documents for his patrons and assists them in the disposition or management of their property.^a

The immigrant banker does not, of course, extend such accommodations without compensation. Even if there is not immediate remuneration, such services lead to ultimate gain. By the methods described the banker obtains a distinct hold over his "clients," as they are usually termed, and is in a position to turn their needs to his own advantage. The simple-minded laborers with whom he deals look to him for advice and guidance. A natural outcome is an exaggerated paternal attitude on the part of some bankers, which may or may not be productive of beneficial results for those toward whom it is assumed. Such is their ignorance of monetary affairs and such is the power and influence which the banker may acquire over them that it is a comparatively easy matter for him to use their confidence as a source of profit, varying in volume and character according only to the banker's sense of justice. In many instances proprietors of saloons and other establishments, which exercise certain limited banking functions, have claimed that the latter were purely accommodative in character and restricted to the regular customers of the saloon, grocery, or boarding house, as the case might be. It is nevertheless true that these and other offices have become contributive to the proprietor's main business. For instance, a depositor will purchase groceries against his account, or a man making a remittance abroad, or for whom checks are cashed, will spend a little at the bar of his banker, the saloon keeper.

The proprietor's ability to perform the services required comes primarily from his intimate knowledge of foreign conditions, places, languages, and names. His banking hours are made convenient, and in the ignorance and dependence of the immigrant he is looked upon as the safest depository and quickest means of transmission. Moreover, his position is greatly enhanced by racial and sectional prejudices, which are not infrequently encouraged and fostered by the banker to that very end.^b His business is usually confined to his countrymen or members of allied races. The Sicilian Italians, for example, are divided into five or six groups based upon provincial boundary lines, and a system of mutual patronage has sprung up among the members of each group. Generally they are known to one another or readily establish a friendly basis upon which to operate. The same conditions exist in the case of other races. An Italian banker of New York City, whose business is largely a commercial one, stated that it would have been impossible for him to build up a local business such as is carried on by many of his competitors for the reason that there were so few Italians in this country from his district.

^a For detailed discussion of this subject, see Chapter III, pp. 233 and 234.

^b See p. 229.

IRRESPONSIBILITY OF IMMIGRANT BANKS.

With a system so utterly at variance with all recognized principles of banking it is inevitable that losses should occur, and there are, without doubt, frequent cases of fraud. When his own countrymen, in whom he reposes confidence, abscond with money entrusted to their care, it is little wonder that the alien distrusts banking establishments in general. It need occasion no surprise to find him hoarding his money, strapped tight to his person or in his trunk,^a buying postal money orders payable to himself,^b or looking to his native country for security by transmitting his deposits abroad.

How losses to the immigrant occur through the immigrant bank system will be explained in succeeding chapters. For the time being it will be necessary only to understand that banks conducted by immigrants are usually unincorporated and privately operated, and that, except in two States,^c they have not been subjected to any definite state control, and have not effectively been brought within the province of existing laws regulating private banks. In another section^d will be found an analysis of the statutory efforts which have been made to control them. Moreover, the nature of their operations is such that larger institutions, through which foreign remittances are made, do not find it expedient to impose upon them any supervision or examination.^e Consequently, for the most part they may be described as entirely irresponsible.

CLASSIFICATION OF IMMIGRANT BANKS.

From the foregoing it is apparent that immigrant banks differ materially, on the whole, from private banks, as the term is generally understood. Early in this investigation it became evident that there were radical differences in the character of the immigrant banks themselves. These differences admit of a classification—depending somewhat on the extent to which the banks considered are removed from comparison with American private banks—as regards (1) business methods, (2) authorization, security, and financial responsibility, (3) degree of predominance given the banking business. By these factors are determined three classes of immigrant banks as follows:

I. State and incorporated banks or highly organized private institutions thoroughly responsible and operated in a regular manner almost exclusively as a bank. There are comparatively few of these institutions.

II. Privately owned steamship agencies, labor agencies, and real estate offices which masquerade under the name of bank, but which

^a A private investigation conducted in Pittsburg and the immediate vicinity just before the recent depression, resulted in an estimate of not less than \$1,000,000 so held by recent immigrant laborers of that district. The numerous failures and defalcations there during the period of panic (see Table 30, p. 305) tended to increase the disposition to hoard. In its published report on Irresponsible Private Banks (1908) the Cleveland Chamber of Commerce mentions estimates of from \$1,000,000 to \$2,000,000 thus hoarded in that city by alien laborers.

^b See p. 238.

^c See p. 318 et seq.

^d Chapter VIII.

^e See p. 287.

are not legally authorized as such. To this class should be added groceries and saloons in which the banking functions are clearly defined as apart from other business. The majority of the banks investigated are of this class.

III. Banks which may or may not be known as such but in which the functions of caring for deposits and receiving money for transmission abroad are extended more as an accommodation or as incidental to the main business of the concern. Saloon keepers, grocers, boarding houses, barbers, and men engaged in similar occupations, usually conduct this class of banks. It has been claimed by some that every immigrant saloon keeper will be found doing a banking business of this character. This is the largest, as it also is the most irresponsible, class. It is undoubtedly the hardest class to regulate, as it is the one about which it is the most difficult to obtain accurate information.

CHAPTER III.

ORGANIZATION.

OWNERSHIP AND CAPITALIZATION.

It is one of the striking features of immigrant banks that they are almost without exception unincorporated. It is no less noteworthy that, although privately, they are also individually owned. In 87 out of 110 banks examined, the proprietor of the concern was found to be the sole owner. Nineteen were partnerships. Only 4 were corporations. The term "& Co." and others of a corporate nature frequently appear in the names of the establishments, but are meaningless in a majority of cases as far as indicating any distribution of ownership. They are used in the belief that they add a certain dignity to the firm. The banks are almost always locally owned, although occasionally, where there is an extended system, the owner may live elsewhere. There is little of the interdependence that might be expected of a banking business of this character. In every center of alien population there is very keen competition among the banks conducted by men of the different immigrant races. Far from being united in a community of interest, a spirit of acrimonious rivalry is prevalent, a rivalry which is often evidenced by invective and denunciation. Although the connection with New York in one way is very intimate, there is no close alliance through ownership. It is believed that not more than a dozen of the immigrant banks of New York City have branches in the interior.

Equally significant with the lack of incorporation and the prevalence of individual ownership is the fact that these concerns seldom represent any investment on the part of the proprietor. It is generally recognized that to embark in such a venture requires no capital. Of the 116 institutions reported upon, only 6 were capitalized, and in 2 of these the ascribed capital was not a sum paid in, but a fund accruing from the profits of the business.^a In this relation, special attention is called to those grocers, saloon keepers, and other business men who fence off a portion of their store and call it a bank, and who advertise themselves extensively as bankers. Among these, as a general thing, there is a very poor conception of the financial responsibility involved in such an undertaking. The proprietor feels free to invest the funds of the bank in his own interests rather than in those of the bank, and the result is that in case of the bank's failure these personal investments constitute substantially the only capital or fund

^a The manager of a large immigrant bank in New York City asserted that less than \$1,000 was sufficient to start a pretentious bank in that city, but he insisted that at least \$1,000 more ought to be converted into foreign currency and placed in the show window, as this was most essential for the purpose of inspiring confidence and attracting business.

against which levy can be made. As far as its relation to the State is concerned, therefore, the bank loses its identity as an institution in the personal activities of a proprietor, who is, for the most part, legally and financially irresponsible.

BRANCHES.

With some notable exceptions, branch banks are not maintained. Even when established they are usually confined to the immediate vicinity of the parent bank. A number of proprietors stated that they had at different times attempted to operate branches in surrounding towns or in different sections of the same city, but had not met with success. Mismanagement and dishonesty on the part of those in charge appear to have been the leading causes in the failures of these attempts.

The immigrant-banking business is essentially a local development. In the preceding chapter it was pointed out that the banker's ability to perform many necessary services for his people is the chief contributing cause in the establishment of the bank. Such services, while unique, are simple and local in character. The development is largely along racial lines,^a the requirements of each nationality being met by the local business men of the same race. Under a competitive system of this kind, there is not the opportunity for the successful operation of branches by outside proprietors. Then, too, practically all of the immigrant banks are also steamship agencies.^b One of the rules of the steamship conference, the controlling body, is that "agents shall be allowed to sell passage tickets only in the office for which they have been appointed." Although, according to the testimony of one or two agents, this rule has sometimes been evaded, it nevertheless undoubtedly serves as an additional restraint in the establishment of branches.

Of the establishments from which specific information was secured, 97 reported that branches were not maintained. Of this number, 8 had at one time operated branches, and 1 was on the point of establishing one. Of the remainder, 11 had branches, and 8 were themselves branches of other institutions. From this it may be safely concluded that immigrant banks are mainly of local development and ownership.

There are, however, three or four systems, each forming a chain of banks, which, because of the very fact that they are exceptional, deserve consideration.

One of these systems is under the direction of an Italian steamship agent in Ohio. Branches are maintained at three points in Pennsylvania and Ohio. All of these branches are operated by brothers of the proprietor, and the business of each seems to be conducted more or less independently. But the responsible head claims to make a personal examination of the branch banks every month. The main office is advertised as a "Banca Italiana," and its patrons are almost exclusively Italians. It was established in 1898, being later authorized by the State of Ohio (under the bond-requirement act of 1908),^c to do a foreign exchange and steamship business, but it is not incor-

^a See p. 218.

^b See p. 212.

^c See p. 219 et seq.

porated nor chartered nor subject to any supervision or examination. Its envelopes bear the inscription, "Capital, 100,000 lire," a somewhat misleading inscription in view of the fact that this sum does not represent a paid-in capital, but merely the real-estate investments of the proprietor.

Another Italian, whose principal office and steamship agency is in New York City, has branches in Boston, Pittsburg, Philadelphia, and Naples, Italy. The establishment of other branches in the West, particularly in Chicago, is contemplated. The bank has no correspondents. Its branches transmit abroad, through the Naples branch, all sums received for that purpose. The bank is unincorporated. Deposits are received, loans are made, subject to the approval of the owner, and steamship tickets are sold.

Three banks in one of the coal regions of western Pennsylvania are operated by three brothers, Germans of Hungarian birth. Although independently owned and managed, they are so closely associated as to be known locally as a single system. With them is closely allied a fourth bank, operated by a brother-in-law, of the Magyar race, while a fifth bank, controlled and managed by a Slovak, participates in this somewhat unusual community of interest. These banks are of mutual benefit through the interchange of financial information and assistance. The proprietors are men of great influence among their people, are possessed of considerable wealth, and practically control the Austro-Hungarian patronage of their district. The banks are of good repute and are recognized as institutions of strength in the respective towns in which they are located. The part played by one of them in extending its credit, in a commercial way during the recent depression, to a relatively greater extent than did its American competitors, is, to say the least, unusual. Each is individually owned, unincorporated and not capitalized, except in so far as the personal investments of the proprietor may be considered as the bank's capital. The personal investments of the proprietors of the three largest banks, consisting of real estate, stocks, bond holdings, and cash balances, aggregate \$225,000.

The first of these banks maintains no branches at present. Some time ago one was established in another locality and placed in charge of a brother-in-law of the owner, to whom it was afterwards turned over entirely. Soon thereafter the brother-in-law absconded and the owner was forced to pay out \$4,000 which had been received on deposit prior to his withdrawal from connection with the branch bank. The second brother maintains one branch office in the town in which his main bank is located. A branch formerly operated in still another locality has been given up, while one so operated for a time at a near-by town has been turned over to a younger brother, who in turn conducts a branch. The Magyar and Slovak bankers referred to have never operated branch banks.

Another system was that of the Croatian banker in New York who failed in 1908 with unsecured liabilities of over \$600,000. This system had branches in Chicago and Pittsburg and agencies all over the country. One of its undertakings was the formation and operation of a steamship company, the only boat of which was subsequently wrecked.

RELATION WITH NEW YORK.

It is the usual practice for immigrant banks in the interior to transact their foreign business through the financial institutions of New York City. The existing relation is, however, because of certain peculiarities of the system, more intimate than that ordinarily subsisting between a New York City bank and its interior corresponding banks. There are in New York City a number of large banking houses which, with broadly extended systems of foreign correspondents, are in a position to offer to the immigrant banker ready facilities for the transmission of money abroad. These banking houses are active in soliciting and obtaining this class of exchange.^a Despite the fact that they supply the immigrant concerns with printed forms^b for the purpose of expediting foreign remittances, and allow the use of their name and reputation as an asset in attracting business, these banking houses do not regard their immigrant correspondents as their agents. On the contrary, representatives of several of the houses have contended that in reality they are the agents of the immigrant correspondents for the transmission abroad of money received for that purpose. With certain reservations this is true, for no bond is required of the immigrant banker desiring to transmit money through one of these houses. References are seldom required, and practically no other obstacles hinder the consummation of the arrangement. Moreover, the immigrant concerns are subjected to no supervision nor examination on the part of the houses with which they do business, and the latter assume no responsibility for the action of the former. It will be developed later how this system makes difficult the fixing of responsibility and gives rise to a condition of insecurity for the sender of a remittance abroad.

Solicitors are employed by some of the New York corporations which seek business of this character. A few of them advertise in newspapers printed in foreign languages, and nearly all are active in sending out circulars to attract business. One well-known firm, which holds the general agency for two of the trans-Atlantic lines, uses its steamship-agency inspectors to work up its foreign-remittance business. This firm has throughout the country from 1,800 to 2,000 immigrant correspondents who transmit money through its office. Over these it does not attempt to exercise any supervision, except in so far as the steamship-ticket business is concerned. Another prominent corporation, an express company, at one time employed special solicitors to secure the patronage of immigrant bankers. The company had more than 2,000 immigrant correspondents who utilized its facilities for sending remittances abroad. Over these the company exercised no control. One concern having about 5,000 correspondents (175 of whom are in New York City) exercises a greater degree of discretion and care in placing its "money-order" books than do the

^a See p. 287.

^b These are technically known as "money orders," consisting of a receipt for the sender of the remittance, an advice or notification to be sent to the payee, an advice or direction to be sent to the transmitting house, and a stub or record to be retained by the receiving banker. The form and nature of these "orders" will be the subject of more detailed consideration. See pp. 281-285.

two companies mentioned above. References are generally required. But with the exception of cases in which its drafts are given to correspondents whom it holds under bond, the claim is made that the company could not safely hold itself responsible for the actions of so large a number of patrons. To do so in the case of each concern, would require a large force of supervisors and an expensive system of examination. Another express company which does not employ solicitors has 153 correspondents outside the city of New York who handle its postal remittances. The company is responsible for all money orders issued by its regularly authorized agencies. On the other hand, unless the agents have been bonded by the company,^a the latter does not undertake to arrange for the payment abroad of any sum on behalf of its correspondents until the same has been covered by a remittance.^b No supervision is exercised over these correspondents.

One steamship company established a foreign-remittance department for the purpose, it is stated, of furnishing protection to certain of its agencies which were doing a foreign-exchange business in connection with their steamship-ticket business, and which would have been unable to meet the New York State bond requirement. The company, after the passage of the New York bond law in 1907, simply accepted a nominal bond from a number of its agencies and gave them its money-order blanks. Operating through a responsible firm of this character and bonded by it, these agencies were enabled to evade the bond requirements of the State and to conduct their banking business as formerly. However, with the exception of cases where bonded agents are allowed to issue the company's own paper, such as drafts or travelers' checks, the company does not hold itself responsible for the transmission of any sum until the receiving agent has made the proper remittance covering it. It would seem that, inasmuch as the issuing bankers are its bonded agents, the company should be held legally responsible for orders issued for transmission through it, even though remittance was not made to it by the bankers.

There are, besides these corporations, a number of banks in New York City operated by Italians and handling almost exclusively Italian remittances. One of these is the general agency for a leading Italian steamship line. It has about 350 correspondents in the United States, but no solicitors are employed. No supervision is exercised over these men and no payment abroad is authorized until a remittance covering the same has been received. Another Italian bank, the major portion of whose business is in commercial bills of exchange and cable transfers on Italy, has some 30 or 40 immigrant bank correspondents who transmit the remittances of their customers through its office.

Perhaps the most important agency for the transmission of Italian funds is the Bank of Naples, a branch of which is maintained in New York City. Its importance arises not so much from the volume of its business as from the greater security it affords its patrons. This bank has divided into districts all sections of the United States

^a Which is sometimes done, in the case of New York correspondents, to enable them to evade the state bond requirement.

^b See pp. 283 and 287.

where there is a heavy Italian population. A bonded agency is established in each province with the privilege of designating sub-agencies. All remittances are made through, and all agencies held responsible to, the New York office.^a Each agency is held under a cash bond varying with the volume of business done. This bank had, in 1908, 31 regularly authorized correspondents in the United States outside of its New York agency.^b Nineteen of these were Italian banks and 12 were American banks. Although the Bank of Naples has no extended system of supervision over its agents and subagents, it fully protects the purchasers of its drafts, while, as has been said, the purchaser of a "money order" under the other system has no security except the personal integrity of the issuing banker.

BOOKKEEPING METHODS.

The division of immigrant banks into three classes^c is especially necessary for a consideration of their business methods. In all three classes will be found careful and able bankers. In view of the fact, however, that the degree of responsibility imposed is only such as the banker feels personally, there is too often the disposition to keep only the most meager records.

Among the bankers of Class I a regular system of bookkeeping prevails. Such banks possess the usual facilities in the way of equipment and well-organized forces of clerks.

Banks of Class II lack the orderly and elaborate methods of the first, with a few exceptions, but their systems are so far superior to those of Class III as to permit of a sharp division between the two. The systems of bookkeeping employed by bankers of Class II vary, but they are, as a rule, intelligible. A few of the banks with correspondents abroad receive semiannual statements showing the volume of their foreign-exchange business. In a fair proportion, monthly and yearly statements are compiled by the bankers themselves. In some cases, because of the absence of ledgers, the only accurate summary that could be obtained of the volume of money handled was through a compilation of the "money-order stubs," checks, or advice sheets.^d

Nearly all bankers of this class give to the depositors some kind of acknowledgment. As a rule it is the pass book, though sometimes only an ordinary receipt is issued. Inasmuch as deposits are seldom subject to check, the bookkeeping for this feature is simple. If the money is redeposited in an American bank, it is usually not separated from the proprietor's own funds. One Italian banker deposited his customers' funds in his wife's name, apparently to avoid confusion.

^a Except those of one specially authorized agency in the city of New York.

^b Table 16, p. 269.

^c See p. 219.

^d These are the forms used by the receiving banker in lieu of the individual advice slips provided, by which he directs the house through which he is transmitting as to the payment abroad of the specified sums. The sheets which he sends are summaries covering the amount and serial number as well as the name and complete address of the payees of each remittance over a given period. If a copy is retained by the banker, it shows also the date the money was received and the name and address of the sender. Details of methods by which money-order sales are recorded will be described in the chapter on foreign remittances.

Much difficulty was experienced in obtaining statements from any of the proprietors as to the assets and liabilities of their banks. As pertaining directly to the bank, such statements are not drawn. The line between the interests of the bank and those of the proprietor are as ill-defined in the matter of bookkeeping as in other respects. The most that could be obtained in many instances was a general statement of the proprietor's own resources.^a

The banking methods of proprietors of banks of Class III are uniformly bad. A Croatian saloon keeper who did a banking business for his boarders was found to have only one book, in which deposits were entered, and scratched over as withdrawn, the debits and credits of the saloon and boarding house business being kept in the same book in the same way. No receipts were issued or demanded. The depositors were satisfied by seeing the entry made. The only records kept by another Croatian saloon keeper, in St. Louis, were the duplicates of the deposit slips (bearing the name of his city bank) which he issued to his depositors as receipts. A Magyar merchant in a suburb of St. Louis had only the stubs of the receipts which he gave his depositors as a means of recording the small sums he held. These stubs were canceled as the deposits were withdrawn. A Polish saloon keeper in Buffalo, N. Y., testified that he held all deposits in the original wallet in which they were given to him.

Illustrations are available of so-called bankers who make no entry whatever of sums left with them, and give no pass book nor receipt. Of such bankers in Rhode Island, where they are prohibited by law from receiving deposits, the bank commissioner writes:

I understand that their method of receiving money is to have the party deposit it with them without receiving any receipt or other evidence, but by some method of private entry by the party making the deposit a record which is satisfactory between them is kept.

In the report of the commission of immigration of the State of New York (page 29) a banker testifies—

that when small sums were left with him he made no entry thereof in any books and did not give any pass book or any receipt unless the depositor did not know him and asked for one. When he had a large sum on hand he sent it to a bank, otherwise he kept it in a safe in the corner of his grocery. When requested to transmit money he sent it through an express company. His business amounts to about \$8,000 a year.

Under such a system bankers have no accurate idea of the amount held to the credit of an individual depositor, nor even of the total amount of such deposits on hand. This indiscriminate mingling of their own and their depositors' funds makes it easy to understand how some bankers seem to forget that the funds which they are using are not their own. It is productive of that lack of a sense of obligation or responsibility which is characteristic of bankers of this class.

Bankers of Class III, with few exceptions, sell the money orders of some large banking house. It was found that the majority of them keep no record of their foreign remittances beyond the stubs of their "order" books, and their estimate of the volume of business done was often at wide variance with the actual figures obtained by computa-

^a See p. 242.

tion of the stubs. If these had been destroyed or misplaced, as happened in the case of a Magyar banker of Buffalo, N. Y., an accurate summary could not be obtained.

METHODS OF SECURING BUSINESS.

Briefly summarized, the following are the methods employed by immigrant bankers in securing business:

RUNNERS OR SOLICITORS.

"Runners" and solicitors are sometimes employed. This practice, however, is not common among interior immigrant bankers. Sometimes runners and clerks engaged in the sale of steamship tickets upon a commission basis are employed at the same time to solicit and collect money for transmission abroad.^a The report of the New York state commission declares that there are "probably 5,000 to 6,000, and certainly 3,000 runners or peddlers in New York city who sell tickets outside of offices," and that not only is the rule made by the companies in regard to furnishing tickets to peddlers not enforced, but the practice is actually secretly encouraged by the steamship companies.^b

ADVERTISEMENT AND PERSONAL SOLICITATION.

It is not difficult to single out the immigrant banks in the foreign sections of most communities. They are made conspicuous above the establishments that surround them by the profuse and extravagant advertisements that adorn their windows, walls, and signboards. All available space is filled with steamship posters, money-changing notices, and many-colored placards, alluring always in the inducements they present.

The part played by the alien press in spreading the propaganda of the immigrant banker is one worthy of serious consideration. In several large cities bankers own and publish newspapers, ostensibly for the purpose of printing matters of interest to immigrant subscribers, but in reality for the purpose of exploiting the business of the proprietor. In one or two instances the oft-repeated advertisements of the latter are the only ones appearing in the issue. Many other newspapers, apparently without direct financial connection with immigrant bankers, are filled with the lavish advertisements of the proprietors of these concerns. Inasmuch as these banks are so numerous and such extensive advertisers,^c it follows that the publishers of these papers are not inclined to jeopardize this source of income by exposing in their columns the fraudulent practices of such well-paying patrons. Furthermore, it is charged that many of them do not give due publicity to failures among bankers of this type, par-

^a It is related of one banker, who had come into the community as a stranger, that he paid large commissions on every sum brought to him by his agents and solicitors for transmission abroad. He could well afford to do so, for he absconded with all of the money thus obtained.

^b Report of the Commission of Immigration of the State of New York, p. 40.

^c For example, one banker advertises in 11 papers—4 Hungarian, 2 Polish, 3 Slovak, 1 Croatian, and 1 German.

ticularly those whose advertisements they have carried. What is of more consequence, is the claim that the editors of some papers actively participate in silencing such affairs by offering plausible excuses for the disappearance or misconduct of the banker.^a

The following case in point may be mentioned. From a banking establishment which masqueraded as a notarial and conveyancing office two successive operators disappeared within a few months of one another; but at least two immigrant newspapers made no comment upon these defalcations, and continued the regular advertisement of the concern. The advertisement of the third proprietor, which is given below, is substantially the same as that of his embezzling predecessors.

THE DOCUMENT OBTAINING OFFICE OF _____.

We settle the diverse troubles of Hungarians in the old country. We obtain all kinds of documents (birth, marriage, death, and recorders' certificates; copies of judgments in lawsuits, for real estate, notes, etc.; copies of registry of mortgages, loans, etc.). We adjust cases of military matters, those concerning orphans, parents, registry and effacement of mortgages and loans, and industrial matters.

We prepare all kinds of petitions, memorials and letters. We give advice free of charge in lawsuits concerning inheritances, real estate, notes, civil and criminal cases, and divorces.

We buy and sell land, vineyards, etc., in the old country.

In all these and other cases we act rapidly, efficiently and cheaply, and for the consideration of post payment. We answer free of charge verbal or written questions. Not a cent does anyone pay until we have authentically effected the settlement of his case.

Office hours until 10 p. m.

The activities of this concern include the operation of an employment agency, the transmission of money abroad, and the sale of steamship tickets, although the text of this advertisement differs from that usually employed by immigrants operating banks. Moreover, although claiming that payment would not be demanded until the settlement of a case, there is evidence to prove the contrary.

The most serious charge that is brought against such a coalition of bankers and newspapers is that by constant appeal to the prejudice and patriotism of the immigrant, his Americanization is not only retarded, but deliberately combated in order that he may be held as a source of income to those whom he trusts. An instance in point is the case of a certain Slovak banker, an ex-student of theology, who operates a large, handsomely furnished establishment, with two branch houses. This banker is a national and religious leader among his people, having organized and headed a national Slovak society in this country. He issues a daily, a weekly, a humanistic monthly, a yearly almanac, and from time to time other publications. Although he has renounced allegiance to Hungary, severed all political ties with that country, and become an American citizen, he does not advise his Slovak countrymen to do the same, but instead preaches in all his publications a militant and enthusiastic "Pan Slovakism." So long

^a For instance, the victims are told upon the disappearance of the banker that no cause for alarm need be felt; that the banker will be brought back, and that nothing was taken; or they are told that it is a crime in America to send money to the old country and that if complaint is made severe punishment will be inflicted upon the remitter. Such threats, of course, do not appear in print.

as the Slovaks remain Slovaks and can be filled with Slovak patriotism and enthusiasm by such agitation, just so long will they remain a source of profit to the banker. Prior to the recent industrial depression this man was accustomed to transmit abroad, on behalf of his patrons, from \$2,000,000 to \$2,500,000 annually and to sell 6,000 steamship tickets per year.

The method of stimulating immigration by means of advertisements, particularly those appearing in newspapers, may be partially seen from specimen advertisements submitted herewith.^a

One of the chief abuses that has come to light is the publication of advertisements under the guise of editorial commendation and patriotic appeal. The text of an advertisement of this kind is submitted.^b Four specimen advertisements of another banker are presented.^c The first calls attention to the fact that the owner was once a consular agent, and makes the claim that he is the most reliable money-transmitting banker in America. The second offers, for postage expenses, a booklet described as giving advice upon all the diverse and manifold affairs of life and as containing much useful information. A partial translation of this "Useful Guide" is submitted.^d The advisory and paternal attitude therein taken by the banker is evidently for the purpose of advancing the sale of steamship tickets, particularly those known as "prepaids."^e The extended comment upon favorable labor conditions in this country (the pamphlet appeared in 1906), the guaranty that the passenger will not be deported, the fatherly warnings, the intimation of direct connections, the patriotic references, and finally the request for an advance of \$3 on the ticket, well illustrate this class of advertising. The third newspaper notice of this banker is similar to the first, while the fourth promises a present for a list of names and addresses of the banker's countrymen. This last is a common practice among these bankers for extending the circulation of their printed matter.

The intermixture of banking and other business appears graphically in the newspaper advertisement of an Italian banker which follows:

ITALIAN BANK.		
<i>Italian Paper Money</i> Directly imported. <i>Steamship Ticket Agent.</i> Sight Drafts Issued on any City in Europe and Money Orders payable at any Post Office in Italy. <i>Proficient Notaries.</i>	<i>Italian Bank</i> A large Assortment of Flowered Cards of every kind. A Stock of Musical INSTRUMENTS of the better make.	<i>Fine Cigar Factory</i> A Stock of the better quality of Tobacco. Manufacturer of the Celebrated Garibaldi Tobacco. <i>Italian Grocery.</i> Gold and Silver Money both foreign and American, bought and sold at a good rate.

The advertisements of two other bankers of this race, one of whom subsequently absconded, are also submitted as an appendix.^f

^a Appendixes III to IX.

^b Appendix III.

^c Appendix IV.

^d Appendix V.

^e Tickets paid for in this country and sent abroad for the purpose of bringing in relatives or friends.

^f Appendix VI.

Immigrant bankers, in their pursuit of business, do not stop at newspaper display. They deluge the immigrant with a flood of literature that is as varied as it is lurid. They scatter broadcast circulars of every description, pamphlets, folders, almanacs, souvenirs, and steamship posters, not forgetting to fill therewith the pockets of the returning immigrant. Many immigrant bankers make a practice of mailing packages of printed matter to their regular and prospective customers. The contents of one such envelope were: One general circular, three specific circulars soliciting information and money for transmission, slips for deposits and withdrawals, post-office money-order application blanks, business cards, return addressed cards and envelopes, a steamship-ticket poster and a sailing list. As example of the appeals which are made in this manner, translations of the four circulars indicated are given.^a Particular attention is called to the first, the general, circular. The offer of free advice in all matters, the deep concern expressed for the welfare and safety of the banker's "very esteemed countrymen," the benevolent offer of service and guidance, the appeal for confidence, and finally the patriotic valedictory, are characteristic.

The second circular provides a convenient form by which the transmitter may direct the payment of money abroad. He is requested to send the money to the banker by means of a post-office money order, for obtaining which the banker incloses an application made out in his own name. In the third circular he calls the attention of the recipients to his money-forwarding rate list. In the fourth he offers a "nice and useful present" for names and addresses of his countrymen living in the locality.

Of a somewhat different nature is the circular sent out a few years ago by an immigrant banker in New York City.^b Confused political conditions in Hungary furnish the occasion for the circular. He asserts that despite these conditions money may still be safely transmitted through him because—and this is an unusual declaration—he holds himself personally responsible for the payment. He, however, also solicits the deposits of those who may still hesitate to send money abroad.

The letter heads of most immigrant bankers are in themselves elaborate and flamboyant advertisements. There is submitted a translation of one such letter head—that of an Italian banker who failed.^c

MISREPRESENTATIONS.

Closely allied to advertising are the misleading claims and pretensions put forth by immigrant bankers. Of first consideration is the use of the term "bank" or "banker," and others of a similar nature. Despite prohibitive laws in certain States—notably New York and Missouri—the indiscriminate use of the term "bank" by unauthorized individuals was found to be very general. The word is displayed on the windows and signs of the banking houses, and appears on letter heads and circulars, and in newspapers printed in foreign languages. Such terms as "foreign exchange bank," "banking exchange," "foreign banker," "banking house," etc., in several different

^a Appendix VII.

^b Appendix VIII.

^c Appendix IX.

languages, are not uncommon. A favorite expression among Italian bankers, probably the most frequent users of such terms, is "Banca Italiana—notaio publico—agente marittimo."

The use by private individuals of high sounding and impressive titles—sometimes only for the purpose of racial designation, but more often to conceal the owner's real name, or to evade prohibitive statutes—is a natural outgrowth of the freedom in which the business is conducted.

These subterfuges, however, are not of such serious consequences as are the pretenses of governmental backing or strong financial connections that are put forth by some bankers. For example, a Croatain saloon keeper displays the words "narodna banka" (national banker) on his window. He explained that this is intended to convey the fact that he is a correspondent of the Croatian National Bank. An Italian banker displays conspicuously on his window the legend "agentura di —— Company" (a large banking concern). It developed that no business whatever was conducted for or through this company. Attention has already been called to the general use of the name and prestige of large banking houses by their immigrant correspondents. Among some, however, there is a tendency to suppress the fact that they are making remittances abroad in other than a direct manner, for fear that their patrons will think it cheaper to deal directly with larger concerns. One Italian immigrant banker operating banks in two cities advertised each as a "banca popolare"—very misleading in view of the fact that a class of banks designated in this manner is recognized under the Italian law. There is apparent throughout the advertisements of immigrant banks a disposition to claim or hint at financial connections which do not exist.

Special attention in this respect is called to the action of the Post-Office Department in allowing immigrants doing a banking business to operate postal substations. It is thought that the connection between the two is calculated to do much harm inasmuch as there is shown a disposition on the part of certain bankers to use their official position as an asset in attracting patronage for their banks. An Italian banker in New York failed with liabilities of over \$275,000. He had operated a postal substation in connection with his bank, and his private "money-order" receipts bore a legend somewhat as follows: "Uffici di Postali e Telegraphos" (postal and telegraph office), which, to the average Italian immigrant, conveys an entirely erroneous meaning. He is more than likely to interpret it to mean that the banker is under the control of the Government, since in Italy postal savings banks are under the control of the minister of posts and telegraphs. In this connection mention may also be made of the misleading advertisements which have resulted from the operation of the bond law in New York, to which reference is made in a subsequent chapter.³

The steamship companies usually have very definite rules regarding the advertisements which shall be used by their agents. Among other things it is stated that "no agent shall advertise himself as a 'general agent' or 'general passenger agent' on letter heads or otherwise."

³ See p. 224.

⁴ See p. 324.

This rule is occasionally violated, however, as in the case of a Polish agent in Ohio whose business card bore the inscription "General agent Atlantic and Pacific passenger steamers."

One instance was found where an agent had been fined by the steamship conference because, contrary to the rules of the conference, he had advertised a cut in tickets to Europe without naming the line over which the rate was available. Not infrequently the advertising matter of the steamship companies is displayed, although no lines are actually represented.

The use of the term "notary public" demands special consideration. The notary in foreign countries assumes the responsibility of, and undergoes training for, judicial rather than ministerial duties. In the old country the office of notary is recognized as one of great dignity and the incumbent as a person of learning and authority. The more recently arrived alien does not, therefore, readily appreciate the difference between the notary abroad and the one in this country. The immigrant banker, however, is quick to take notice of this difference and to turn it to his advantage. Almost invariably immigrant bankers are notaries. They advertise this fact extensively, and their countrymen willingly place in them the same confidence which is reposed in notaries abroad. Such terms as the following—distinctly misleading in the light of these facts—are always conspicuously displayed: "Notaio publico," "versjny notar," "notariat," "közjegző," "notarska kancellaria."

PERFORMANCE OF ALLIED AND PARTIALLY ACCOMMODATIVE FUNCTIONS.

Immigrant bankers everywhere insist that the accommodations which they have extended to their patrons have been their most effective method of securing business. They emphasize the fact that it is their ability, growing out of their knowledge of languages and conditions, and their willingness to perform for the immigrant necessary services which he could not otherwise obtain, that has brought them their patronage. Many of the services they are called upon to perform are, as a matter of fact, purely voluntary and accommodative. As such may be mentioned the receiving and forwarding of mail; assistance in writing letters, as well as the providing of the necessary stationery; assistance in opening accounts with American banks, in securing international postal money orders (in cases where the proprietor is not engaged in handling savings accounts or foreign money orders), and in making purchases of clothing and other commodities.

There are many other services which may or may not be directly remunerative to the proprietor of the bank. Pay checks, notes, and savings accounts, on which immediate payment is desired, are purchased, sometimes at par and sometimes at a discount. By power of attorney which he, as notary, executes, the banker makes collections of debts and deposits, here and abroad, and even of wages due. As intermediary in the securing of jobs for his patrons, he sometimes

^a One Italian banker, who was a commissioner of deeds but not a notary, advertised himself as a "notaio publico." He used this term, he explained, because it is the nearest equivalent in the Italian language to the English term, "commissioner of deeds."

acts as labor agent, but more often assistance of this character is rendered gratis. His place of business is usually a headquarters for laborers, to which contractors come when seeking men. As interpreter, the banker serves in many capacities; he sometimes acts as court interpreter, and often assists in disputes of a minor character both in and out of court. By intervening for his patrons when occasion requires the banker gains their confidence and their business. He frequently acts as legal adviser, and effects compromises in cases of damage suits or unpaid wages. As notary he often serves in a legal capacity and renders valuable assistance in all matters pertaining to the disposition of property here and abroad. Incidentally, many immigrant bankers are themselves real-estate agents. A large part of the banker's notarial duties consists in acknowledging affidavits peculiar to the needs of the immigrants, such as those concerning the ages of school children, birth and death certificates, and affidavits required of foreign soldiers on leave of absence in this country.

It is quite the custom for the banker to carry a line of novelties, tobacco, foreign stamps and books, religious insignia, jewelry, musical instruments, or other imported articles for the accommodation of his patrons. It is worthy of note that the chief patrons of immigrant banks operated by saloon keepers who are boarding bosses are the proprietor's boarders. Here the development of the paternalistic attitude is highest. The banking business is merely accommodative and incidental to the boarding-house and liquor business.

The personal element which is injected into all transactions of the character noted is one of the fundamental principles in determining the proprietor's success. In nine cases out of ten he gives the business his personal attention and has every detail of it under his direct management.

Great importance must be assigned to the fact that proprietors of these banks fix their business hours to suit the convenience of their patrons. A large part of their business is done at night, after working hours, and on Sundays. One Hebrew banker advertises the fact that his office is open Sundays from 9 a. m. to 1 p. m. Another, a Slovak in Pennsylvania, receives deposits on the street on Sundays and late at night. An Italian bank in New York City was found crowded with customers on Sunday morning. All emphasize the fact that deposits will be paid on demand at any time. One banker states that he once arose after midnight to satisfy a depositor who wished to leave the town immediately. His willingness to conform to the convenience and peculiar needs of his patrons gives the immigrant banker a distinct advantage over his American competitor.

PRESTIGE ACQUIRED THROUGH REPUTATION OR ACQUAINTANCE ABROAD.

A number of bankers state that their patronage comes chiefly from persons who were acquaintances of theirs in Europe or who have been directed to them by such acquaintances. A Magyar banker asserts that the fact that his father had been a mine inspector in Hungary, and was generally known to be trustworthy had greatly helped the banker in gaining the confidence of the many immigrants who knew or had heard of his father.

A Macedonian Bulgar, who had been a leading merchant in his native village, was forced to emigrate to America. He had about \$2,000 with him and went directly to a community in the Central West where there were a large number of immigrants from his native province. Here he established himself as a merchant. Soon after his arrival he received \$4,000 from the sale of his property abroad. He then started a steamship agency and banking business. Although resident in this country only three and one-half years, he has accumulated property to the value of \$22,000. On this, however, there are encumbrances of \$12,000. While it is somewhat unusual for an immigrant to bring money to this country with the definite purpose of establishing himself in business, yet it is not uncommon to find, as in this case, a banker whose prestige rests upon the reputation and acquaintanceship which he acquired abroad.

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CHAPTER IV.

BANKING BUSINESS.

The purely banking functions of immigrant institutions consist of deposits, loans, money exchange, and foreign exchange. Other activities, such as collections, domestic exchange, insurance, and rentals, are carried on by a considerable number of banks, but the first four are the predominant and distinctive banking functions and it is with them alone that the following analysis is concerned.

EXTENT TO WHICH DEPOSITS ARE RECEIVED.

Over 50 per cent of the bankers interviewed make an open practice of receiving and caring for deposits. These are all in the States of Illinois, Kansas, Indiana, Ohio, Missouri, New York, and Pennsylvania. In the other States visited—Massachusetts, Rhode Island, and New Jersey—laws are in operation which forbid the receiving of deposits by unincorporated and unauthorized immigrant bankers, but it is believed that even in these States the practice of receiving deposits is carried on in secret to some extent. The bank commissioner of Rhode Island stated in a letter to the Commission, regarding immigrant bankers in that State:

There are about a dozen individuals who, I believe, are receiving deposits principally amongst the Italians, but they all deny doing a banking business, as they are familiar with the law which prohibits their receiving deposits.

In New Jersey there are now only 11 persons or firms authorized, under the department of banking and insurance, to do a private banking business—that is, to receive deposits.^a With the exception of these States, the practice of holding deposits is general among immigrant banking establishments in all communities studied.

AMOUNT AND NATURE OF DEPOSITS.

Of the 56 bankers reporting deposits, 22 carried on this feature only as incidental to the main lines of business, the money deposited with them consisting merely of a few small sums left for temporary safe-keeping. Excluding these, and also the 2 private bankers of Class I^b having deposits to the amount of nearly \$40,000 and the 2 state banks of Class I, an aggregate of \$260,000 remains as the amount of deposits reported in the early fall of 1909 by the 30 private bankers of Classes II and III who solicit or are accustomed to handle deposits in the regular course of business.

^a From a letter of the state bank commissioner dated September 20, 1909.

^b For classification of banks, see p. 219.

In the Report of the Special Committee on Irresponsible Private Banks, Cleveland Chamber of Commerce, 1908 (p. 5), it is stated :

We are informed that one man has \$100,000 deposits, upon which he pays no interest and his is not the largest depository of that class. Undoubtedly the total thus deposited runs into the millions.

In Massachusetts alone, on October 31, 1908, 169 immigrant bankers reported deposits amounting to \$337,589.81, as against \$388,740.77 for 183 banks on October 31, 1907.^a The total amount received during the whole of 1908 by 22 immigrant banks in New York was \$1,731,307.74, as compared with \$2,364,464.15 in 1907.^b

Fully 80 per cent of the bankers reporting deposits in the present investigation, including many of those holding large sums, stated that such were left with them for safe-keeping purposes only, and not as savings deposits. While most of them were willing to accept regular deposits for accumulation as savings, less than 30 per cent were willing to pay interest. The prevailing purpose for which the savings of immigrant laborers are allowed to accumulate is the purchase of money orders for transmission abroad or of steamship tickets. It is exceptional to find deposits left for a longer period than one year; two or three months is the average.

POSTAL MONEY-ORDER DEPOSITS.

It was found that in several localities immigrants purchase postal money orders payable to self as a means of safe-keeping. Regarding this method of saving, the following is taken from the annual report of the Post-Office Department for 1908 (p. 293) :

In an effort to obtain fairly reliable figures representing the number and amount of postal money orders issued for savings purposes, a circular letter was addressed in March, 1908, to the postmaster at each of the first and second class post-offices calling for a conservative estimate based upon calculations made after examination of certain files covering the twelve months from March 1, 1907, to March 1, 1908. As a result of this action, it is interesting to note that no less than 128,146 money orders, aggregating in amount \$8,104,447, were issued at the first and second class offices alone for savings purposes during the twelve months in question.

Concerning this subject there is the following from the same report (p. 13) :

We have reports from postmasters that they have been compelled to refuse to accept deposits offered by foreigners for safe-keeping, and also that our own people have bought postal money orders during the last year payable to themselves to the extent of \$8,104,447. * * * These money orders were brought to the greatest extent in the States of Arkansas, Colorado, Kansas, Missouri, Montana, Nebraska, Nevada, Oklahoma, Ohio, Oregon, Texas, and Washington.

While it is not possible to estimate the total amount so held by immigrants, the practice is believed to have assumed considerable proportions.

AVERAGE AMOUNT OF DEPOSITS.

Deposits left for safe-keeping are seldom allowed to accumulate to an amount greater than \$100. Individual sums in excess of that amount are sometimes left for short periods and the average savings

^a From the report of the Massachusetts bank commissioner, 1907 and 1908.

^b Report of the Commissioner of Immigration of the State of New York, p. 27.

account in some banks reaches \$200 and \$300. But \$100 appears to be the limit of an accumulation against a remittance home. In the table which follows are shown the aggregate amount of deposits, the number of depositors, and the average amount of deposits of 31 immigrant bankers of different races, including some of all three classes of banks.

TABLE 5.—Aggregate and average amount of deposits, and number of depositors in 31 immigrant banks, by race of proprietor.

Race of proprietor.	Number of banks.	Aggregate amount of deposits.	Number of depositors.	Average amount of deposits.
Bulgarian.....	1	\$2,342	80	\$78.07
Croatian.....	3	16,585	248	66.88
Greek.....	3	21,441	185	115.90
Hebrew.....	2	19,900	220	90.45
Italian.....	12	94,027	1,487	63.23
Magyar.....	6	31,195	596	52.34
Polish.....	2	12,200	215	56.74
Slovak.....	2	11,500	215	53.49
Total.....	31	209,190	3,196	65.45

While the aggregate sum held by these 31 banks is comparatively insignificant, yet it represents the savings of over 3,000 laborers, the average of deposits being \$65.45. It is important to note this fact, as showing that the amount of the deposit is generally too small to warrant bringing suit in case of a refusal to pay.

CHARACTER OF DEPOSITORS.

As a rule the depositors in these banks are immigrant laborers. If a bank alone is operated this is almost invariably the case. The grocer or saloon keeper who operates a bank derives his patronage from his customers; boarding bosses depend upon their boarders. In the case of all, a large amount of money comes in by mail from laborers who have been sent out to work through the efforts of the proprietor. There is a distinct tendency on the part of immigrant laborers to continue, regardless of a change of residence, to send remittances home through the banks to which they have become accustomed. A Magyar banker of the coal region of western Pennsylvania receives frequent remittances from laborers in Colorado, Alabama, New York, Connecticut, Michigan, West Virginia, Maryland, Virginia, Ohio, and other distant points, as well as from towns in all parts of Pennsylvania. These out-of-town remittances, usually by postal money order, are chiefly from former patrons who have migrated from the western Pennsylvania district.

These bankers are also accustomed to hold for their patrons valuables other than actual money.

THE HOLDING OF PASS BOOKS.

Of considerable importance is the extent to which deposit books covering savings in postal banks abroad are left in the care of the immigrant banker. So far as learned no receipts are given

for pass books left in this manner. These books are forwarded to the bank in Europe each time a deposit is made and are returned to the depositor, in care of the forwarding banker, after the proper entry has been made. Some bankers make such remittances by means of "money orders," in which case the depositor is given a receipt indicating that the money was left for transmission. Others who maintain balances abroad simply instruct their foreign correspondent to place the specified sum to the credit of the party from whom the money is received. In such cases, as far as was learned, the account is intrusted wholly to the immigrant banker, no receipt being given to the depositor. Similarly, pass books calling for deposits in savings and other American banks are left with the immigrant banker; in two cases investigated the banker forged the name of the depositor and withdrew the deposit.

EVIDENCE OF DEPOSIT.

Various methods are followed by the banker in giving evidence of the fact that a deposit has been made. The most usual evidence of deposit is the pass book. This varies in form from a 4-page cardboard folder to the regular pass book. Entries are made and directions printed, sometimes in the language of the depositor, sometimes in English. The following "Notice to depositors" in English and Italian appears upon the back of a folder issued by an Italian banker:

This is to inform you that when this book is returned to me and the one who returns it gives me the secret word which was given when you deposited the money, that I will pay over the amount on deposit to your credit. A different secret word is given each depositor. I will refuse to pay any money unless you follow the above directions. I shall also not be liable to pay the deposit money the second time, if the one who delivers this book gives me the secret word.

If you should lose this book, notify me at once, as I will not pay any money unless the book is returned and the secret word is given by the one who has the book. These rules are for your and my protection, and must not be violated in any case.

There are other immigrant banks in which use is made of a secret word. The value of pass books as an evidence of deposits is considerably lessened when, as is often the case, they are left in the hands of the issuing banker for safe-keeping.

Immigrant bankers who receive deposits for temporary safe-keeping only, ordinarily do not issue pass books. The personal receipt of the proprietor is generally accepted as sufficient. This receipt may or may not indicate the purpose for which the money was received. In some cases where this is shown the additional statement is made that the money is held subject to the demand of the depositor. Where specially printed forms are used this additional statement does not appear in print, but it written in at the option of the banker. One leading immigrant banker with thousands of deposits uses no other form of receipt. The practice varies in case of a small sum left for a short time. Some bankers issue books for every deposit; others only when it is made apparent that the account is to be continued. When deposits are left overnight or for any short time a receipt only is issued. Receipts are frequently written in a different language from that used by the depositor. The immigrant will, moreover, usually accept as a receipt any written paper handed to him.

The use of deposit slips is not common among immigrant banks of Classes II and III. Cases are known, however, where bankers give a sort of deposit slip as a receipt. In one instance these were the slips of a large bank with which the smaller maintained an account. Such slips are generally made out in duplicate, the banker keeping one copy as a record. Inasmuch as they are signed they are probably as good evidence as are ordinary receipts.

There are at least three bankers among those examined who give no form of evidence whatever.

THE RELATION OF BANKER TO USE OF DEPOSITS.

It is important to bear in mind that these immigrant banks are rarely savings or commercial institutions. Deposits are usually left for temporary safe-keeping rather than as interest-bearing savings accounts. Such deposits are not subject to check, and there is, therefore, seldom need of clearing arrangements. The receipt of deposits is merely incidental to the main functions of the bank, and is directly contributory to the personal interests of the proprietor. As has been stated, many so-called bankers do not openly solicit deposits and do not make a practice of receiving them, while others actively seek after deposits as an important part of their business. But whatever the capacity in which the banker receives money, it is essentially a personal one in which he disposes of it. This fact can not be too forcibly impressed. It is particularly worthy of note in view of the preponderance of testimony among these pseudo bankers to the effect that, beyond an understanding that deposits are subject to demand at any time, there is no consideration given nor limitation implied as to their use. So far as his depositors are concerned, the immigrant banker is at liberty to use their funds to suit himself. It is solely a matter of trust throughout.^a This fact would be neither remarkable nor significant were there effective safeguards or obligations. But it is startlingly significant in view of the lack of security afforded, and when it is considered that the condition still exists in spite of the many ruinous violations of the confidence imposed.

The customary informality with which deposits are tendered and received, the passive attitude of depositors as regards the use to which they may be put, and the want of legal and financial responsibility for their safe-keeping, results in a failure to distinguish between the affairs of the bank and those of the banker. Where the latter is the sole owner of the establishment, as was found to be the case in four-fifths of those examined, and finds himself under no restrictions as to the use of funds left with him, he will ordinarily take advantage of that fact to invest them to his own ends without much regard for the solvency of the bank.

As might therefore be expected, it is a matter of the greatest difficulty to obtain a clear statement of the assets and liabilities of such

^a The spirit in which the transactions are made is aptly illustrated by the remarks of a Polish banker of Class II: "A number of my friends who have confidence in me have brought me their savings, with the understanding that, for a stipulated interest return, I would have the right to invest these deposits for my own purpose as I saw fit." In his case deposits were either loaned out or used in real-estate operations to which his banking functions were merely contributory.

banks without taking into consideration the individual resources of the proprietors. It has been stated that, generally speaking, the immigrant bank loses its identity as an institution in the personal activities of the proprietor. This is particularly true of banks of Classes II and III. In the technically correct sense of the terms, these banks have neither resources nor liabilities. They have no capital fund nor even cash investment, no banking surplus nor reserve, and they seldom receive commercial deposits or make loans. A statement of bank assets would consist of cash, fixtures, bonds (surety or cash), real-estate holdings, and accounts receivable. Even real-estate holdings are generally held in the name of the proprietor, and so are hardly to be considered as an asset of the bank. A statement of bank liabilities would include money received for safe-keeping, for purchase of steamship tickets and for transmission abroad, and accounts receivable. Practically, therefore, the only substantial security which is afforded the patrons of these banks is, as has been said, the personal investments of the proprietors.

It is true that in many cases the personal equation enters strongly into the relation existing between banker and patron. No doubt a sense of security is aroused in the latter by his acquaintanceship with the proprietor or knowledge of his reputation for honesty. The informality and friendliness of these transactions may insure a considerable respect for the confidence imposed. But the personal safeguard is not always present, and at best it is a dangerous assurance upon which to open a bank account. It is hardly to be supposed that the banker, even though honestly inclined, will neglect the opportunity to use these funds to his own advantage, and there is always the danger that he will invest them unwisely, or use them in speculative enterprises. At best he is likely to tie them up in real estate or in loans or mortgages, immediate realization on which, except at a sacrifice, would be extremely difficult.

THE USE OF DEPOSITS.

DIRECT INVESTMENT IN BUSINESS.

The most objectionable use to which deposits are usually put is that of direct investment in the proprietor's own business. Two instances are before the Commission in which the proprietor used his deposits as interest-bearing balances abroad to facilitate his foreign-exchange business. Grocers and saloon keepers have admitted that deposits are used freely to meet current bills or are invested outright in the stocks of their concerns. One grocer, who is also a contractor and who receives deposits from the laborers to whom he gives employment as well as from the patrons of his store, uses these deposits indiscriminately in the operation of the store, "borrows" them for short periods, without interest, for use in completing jobs for which he has contracted, or draws $3\frac{1}{2}$ per cent upon them from the bank with which he has redeposited them. An Italian grocer who is a labor agent, receiving deposits from laborers for whom he has secured work, uses these deposits in his store as occasion arises. He acts as labor agent for one of the districts of a railroad company. His contract with this company gives him valuable commissary privileges, with the right to have deducted from the men's wages all sums

due him up to \$10 per month. If commissioned to purchase clothing for them or to supply provisions over that amount, he either extends them credit or, in case they have a deposit, charges off the balance due.

A Croatian boarding boss who runs a saloon has 30 boarders, for 17 of whom he is holding deposits. These men usually deposit with him from \$5 to \$10 every two weeks. These deposits are allowed to accumulate to \$50 or \$100, when a remittance abroad is made. His own admissions brought out a number of important facts in connection with his use of the funds intrusted to his care: First, he gives no receipt or evidence of any character for these deposits; second, he is at complete liberty, as far as his depositors are concerned, to use their funds as he sees fit; third, his boarders, who are his depositors, are the best customers of his saloon; fourth, their drink bills are charged in with their board bills and the whole entered against their deposits, settlement being made every pay day. Apparently he was honestly inclined, but, as will be developed, his business was a continuous source of exploitation, whether intended or not. Certainly he had it within his power to derive from his patrons any profit which might arise from their banking needs. The utter lack of distinction between his saloon and his bank was at best a precarious state of affairs so far as the security of his patrons was concerned.

REDEPOSIT AT INTEREST.

It is a common practice with immigrant bankers to redeposit the funds with some regular bank. Many bankers are deriving from 2 to 4 per cent interest on thousands of dollars which have been intrusted to them but on which they make no return. Whatever the justification, advantage is undoubtedly taken of the immigrant's ignorance to deprive him of a reasonable interest on his savings. The income derived by some proprietors from this source is a considerable part of their total earnings. A Croatian banker in Chicago draws 2 per cent on \$14,000 left by 220 depositors. Prior to the panic of 1907 he generally had from \$70,000 to \$90,000 of such funds available, and the aggregate handled during a year would easily reach \$500,000. An Italian banker in the same city appropriates the interest on \$3,000 left with him by 150 depositors. A Polish banker in St. Louis draws $3\frac{1}{2}$ per cent on several thousand dollars. In ordinary times he has from \$15,000 to \$20,000 in deposits. A Croatian Hebrew in Kansas has an interest income of \$600 per year from the funds of 200 depositors. An Italian in Buffalo derived 4 per cent from \$2,000 of his depositors' funds during and after the recent financial depression. On time deposits of six months this banker pays $3\frac{1}{2}$ per cent. A grocer-banker of the same race in New York State draws $3\frac{1}{2}$ per cent on the greater part of \$5,000. On such deposits as are left with him for six months he pays $3\frac{1}{2}$ per cent, using these latter deposits in conducting his store or for investments of various kinds. A very small proportion, however, of the deposits with either of these two last-named bankers are left for as long as six months. An Italian banker in New York State who, like most of the others, makes no interest return to his 100 depositors, draws $3\frac{1}{2}$ per cent from \$4,000 deposited with him. Two years ago he held as much as \$20,000. An Italian grocer in New York State

redeposits at $3\frac{1}{2}$ per cent that part of \$7,500 which he does not use in his store or on contracts. He has about 75 accounts. Other instances could be given to show that the practice is more or less general all over the country among all classes of immigrant bankers.

If deposits are subject to such active demand as to preclude their redeposit by the immigrant banker as a savings account, they may be deposited as a part of his checking account, and in this way may yield a nominal rate of interest. Instances were found where amounts as high as \$11,000 were made to yield 2 per cent interest in this way.

As has been stated, in many instances no redeposit of funds is made, the amount deposited being held in the immigrant banker's safe against withdrawal, and sometimes the identical deposit is returned. A number of these bankers hold considerable sums in this way. In general, however, it is only those bankers who are accustomed to receive small sums for temporary safe-keeping that dispose of them in this way without direct advantage to themselves. With them it is frequently an accommodation they extend to advance their business in other lines. The immigrant banker, however, is not, as a rule, satisfied with this method or with the rate of interest paid by other banks, and seeks a more profitable investment for his depositors' funds, and in this way deposits come to be used for loans or investments.

INVESTMENT IN REAL ESTATE AND STOCKS.

As regards the tendency among immigrant bankers to invest funds intrusted to them in real estate and stocks, it is only necessary to state here that many of these bankers who receive deposits are property holders to an extent not warranted by the legitimate profits they would derive from their steamship, foreign exchange, or other business. It was found that real estate, first and second mortgages, and speculative securities were favored forms of investment. Deposits have undoubtedly been the greatest resource these bankers have had in making such investments.

Of the statements^a secured from banks of Class II, that is, those privately conducted as such in connection with some other business, it is invariably true that they represent the individual assets and liabilities of the proprietor. It is particularly true of bankers of this class that their investments of bank funds are of a personal nature and are not made in the interests of the bank. Reference to the tabulation of the statements of these bankers indicates the varied nature of their investments. A strong tendency on the part of the bankers of Class II to invest outright in real estate is noticeable. Such holdings are almost uniformly the heaviest assets of the banker. Not infrequently they are in the form of banking buildings, some of which are quite pretentious. But rarely is a banker found with any considerable amount of unincumbered property. Speculation in real estate is not infrequent. The tying up of funds in this manner was productive of many failures during the recent panic.^b

Speculative stocks of various kinds are another form of investment which distinguishes this class of banks from the more responsible ones. Considerable criticism of the immigrant banking system has

^a See pp. 249-252 and Table 3.

^b See p. 306.

rested on the fact that these bankers, forgetting all obligations to their depositors, are too prone to invest in speculative enterprises, and it is true that the assets of many who have failed include a surprisingly large amount of worthless stocks.

LOANS.

Banks of Class I^a ordinarily make loans in the regular course of banking operations. The rate of discount varies from 5 to 7 per cent. The loans are usually made to business men or home builders. To a prevailing degree mortgages, both chattel and real estate, are accepted as security. The greater part of the loans of one of the investigated banks of this class is, however, to brokers on stock collateral.

The loans of banks of Class II partake more of the nature of accommodations extended to laborers and home builders who are personal friends of the proprietor; that is to say, actual cash advancements are made from the proprietor's own funds or outright from the bank deposits. Among banks of this class loans made by granting a credit or deposit are not common. Exceptions to this generally informal and personal manner of making loans may be noted in the case of a Hebrew immigrant banker in St. Louis who has quite a lucrative business in discounting notes, both long and short time. He has no fixed rate of discount, but stated that for a sixty-day note of \$100 he would probably offer \$97.50. A Polish immigrant banker in Chicago lends money to home builders at 6 per cent, accepting as security mortgages on the property at 50 per cent of the value. A Hebrew banker in Kansas lends to alien laborers, business men and home builders. Loans to laborers are generally secured by notes bearing good personal indorsement; those to business men, by chattel mortgages and personal notes; those to home builders, by deeds of trust. On large loans 8 per cent is obtained, with an additional 2½ per cent commission as notary for the execution of the deeds, mortgages, etc. Smaller loans bring 10 per cent. An Italian banker in Buffalo realizes 5 and 6 per cent on loans made on the security of first mortgages.

One Italian branch bank located in Pittsburg turns over nearly all deposits and profits to the parent New York bank for such disposition as the owners may see fit. A very few loans are made locally on notes. Another Italian branch lends directly to its Philadelphia patrons on notes or collateral, subject to the approval of the proprietor, who comes from New York every month to pass upon all applications for loans.

It sometimes happens that these bankers negotiate loans for their patrons through American banks in which they may be interested or with which they maintain connections. A Lithuanian banker in Chicago, and a Pole and a Magyar in Cleveland, Ohio, all transact business of this character.

These bankers are, however, rather the exceptions in their class. Many with large deposits lend only small amounts for short periods to their personal acquaintances on what would seem insufficient security. An Italian immigrant banker who, as labor agent, had about \$3,000

^a For classification of banks, see p. 219.

outstanding at 6 per cent, mostly on personal notes to his laborers, had a placard in his "bank" (grocery) declaring that no loans would be made on such securities. He did this, he stated, to cut off further applications, and in an effort to draw in his loans. A large number of bankers advance money to their patrons for the purchase of prepaid steamship tickets, or, in a few cases, for a remittance home, and in some cases for food supplies. These loans are invariably of a personal and private nature. The borrower's note is sometimes taken, but no security whatever is required. Practically all loans made by bankers of Class III partake of this nature. They are not infrequently made from the personal funds of the proprietor.

The distribution of immigrant bank funds among the various classes of investments has been studied by the Commission. During the time that this investigation was made an unusually conservative attitude was apparent, and deposits were being held to a prevailing degree in checking or interest accounts. The class of depositors who patronize banks of this character are almost universally laboring men, and they were perhaps more directly affected by the panic of 1907-8 than was any other class. Thrown out of employment in large numbers, they were not only unable to make further deposits, but were compelled to withdraw what they had. Prior to the panic these deposits were enormous, and the current prosperity led to wholesale investment. When the pressure came, many bankers were unable to realize on their securities, or dispose of their real estate, or call in their loans to meet the demands of their depositors. Failures in such cases were inevitable. A study of the assets of these bankers who failed revealed an extraordinary amount of worthless notes, stocks and questionable securities. Practically the only convertible resource consisted of real estate, on which at that time little could be realized for the depositors.

The admissions of a Greek saloon keeper and banker of St. Louis who failed during the panic may be taken as typical of the attitude of dealers of this class. This banker now owes depositors between \$4,000 and \$5,000. This sum and more, which had been left in his hands by Macedonian workmen, he had invested in his business (dry-goods store, grocery, saloon, and butcher shop) or had loaned. He had been in this country only five years, and stated that he had no conception of such a thing as a panic and that the depression of 1907 was to him entirely unexpected, else he would not have tied up his money to such an extent. He was, therefore, totally unprepared to meet the demands of his depositors. They were not satisfied with his promise to pay them off gradually as he could obtain the funds. All of them—23 in number—having amounts varying from \$50 to \$300 or more in his keeping, instituted suit against him for the recovery of their money. He stood two trials, both resulting in his acquittal of the charge of fraud. Each of his depositors had been supplied with a pass book and all had a just claim against him, but they had to be satisfied with his ability to pay them gradually. His assets were more than sufficient to cover his liabilities, the books showing that he had nearly \$15,000 outstanding in store credits and loans; but these amounts were unsecured or covered merely by personal notes, and under the forced liquidation caused by the panic they were practically valueless as a resource from which to reimburse creditors.

In prosperous times, the large amount of idle money completely at his disposal is naturally a serious temptation to the immigrant banker. As was said by one Italian member of the fraternity, it is a temptation for reckless investment, or for reckless living. This Italian banker is a type of that class which, though hard pressed during the recent panic, was able to prevent failure. He had at the time of the panic about \$70,000 in deposits. Of this amount, \$15,000 was invested in real estate and \$55,000 was on deposit at interest with his local bank. This last account quickly went to meet the demands of his depositors. But with his available cash gone the demand continued. Money could not be obtained on any security, much less on the real estate he had to offer. At one time he was on the point of giving up and closing his doors, but was saved by the merest chance. He had been reduced to \$500 or \$600 in cash when a depositor, on the point of departing for Europe, came in with a demand for more than that amount. As a last resort this depositor was offered clearing-house certificates. These he at first refused, but afterwards accepted upon the banker's promise that later on, when these certificates became convertible, his money would be sent to him. His action caused many others to accept the same substitute for cash, thus relieving the banker of the alternative of closing up.

Other bankers acknowledge similar experiences. These, together with the many outright failures, as well as the lessened amount of deposits, undoubtedly explain the prevalence at the present time of interest-bearing accounts as a means of disposition of deposits, as contrasted with the widespread tendency of two years ago toward loans and investments. Practically all of the 22 bankers investigated who receive deposits merely for safe-keeping, hold them in checking accounts or in safes. Of the 30 bankers of Classes II and III reporting deposits in the regular course of business, 5 now hold their deposits in interest-bearing savings accounts, 8 hold them in checking accounts on which a nominal interest is ordinarily drawn, 7 use them for loans and investments outright, and 10 hold them in interest-bearing or checking accounts, but use them from time to time in their business or for loans and investments.

In this connection, it may be well to note that some of the better managed immigrant banks were in a position to lend money during the panic when it could not be obtained from American banks. Despite lack of regulation and supervision, there are strong and honestly conducted immigrant banking institutions that are recognized as influential in the communities in which they are located. By these, deposits are carefully invested or safely kept; but, as has been shown, their sound condition is purely a matter of discretion on the part of the proprietor.

RESERVE AND PROTECTION.

A reserve is seldom maintained. When found, it is only a few hundred dollars in the proprietor's safe, or his personal checking account. In some instances deposits are held intact (usually in interest-bearing accounts) against withdrawal. But invariably accounts of this character are held in the name of the proprietor. In

no sense of the word do they represent a fund exclusively devoted to the business of the bank. It is worthy of note, however, that in nearly all the financial statements given by immigrant bankers there have appeared sufficient cash balances to cover deposits.

It sometimes happens that the proprietor of a bank of this class has no real-estate holdings or other investments. In commenting upon this fact an Italian banker, who owns his bank building and other real property, suggested that there was nothing to prevent such irresponsible bankers from closing up and making away at any time with funds intrusted to them. He affirmed that, with no one but themselves cognizant of, or answerable for, the business, and with no local obligations or investments to hold them, there was nothing to prevent them from absconding. When asked why the same thing would not apply to him, the informant replied that his reputation in the community, built upon twenty years of honest dealing, would prove a great restraining force; and, furthermore, that he had considerable real-estate holdings in the city, the disposal of which for the purpose of absconding, without exciting damaging comment, would be extremely difficult. This banker spoke from experience. Reports had at one time been circulated against him to the effect that he was disposing of his holdings preparatory to absconding. These rumors precipitated a rather disastrous "run" on his bank, and he had not recovered from the resulting loss of confidence. From this it may be inferred that the only difference in the degree of responsibility felt by or imposed upon him and his fellow-bankers is one of time. Strangers have been known to go into communities, open banks among the immigrants, and do a flourishing business without capital, reputation, or investments with which to inspire confidence. But it is a question whether savings may not be as safely intrusted to men of this character as to some of more established reputation. There is perhaps a greater opportunity for defalcation on the one hand, but, owing to the lack of responsibility, there is just as great a likelihood of misuse of funds on the other. In either case it is largely a matter of trust.

Immigrant bankers of Class III have been defined as saloon keepers, grocers, boarding bosses, and men engaged in similar pursuits who may not call themselves bankers, but who, in connection with their other business, perform certain banking functions. Here the personal element is supreme. Security is neither sought nor provided. The proprietor is at even greater liberty to utilize for his own gain funds left with him. Their personal application is much more pronounced. Depositors with such bankers have no guarantee nor recourse whatever. The danger of the immigrant-banking system is emphasized by the loose manner in which it is conducted by bankers of this character.

ASSETS AND LIABILITIES.

A table is here presented showing the statements obtained from different immigrant bankers of Classes I, II and III, as to their assets and liabilities.

TABLE 6.—Assets and liabilities of 19 immigrant bankers of Classes I, II, and III,^a by race of proprietor and by year of establishment.

Num-ber.	Year of es-tablish-ment.	Race of proprietor.	Loans and discounts.	Stocks and bonds.	Bank building.	Furniture and fixtures.	Real estate.		Expenses.	Exchange for clearing house.	Checks and other cash items.
							Local.	Elsewhere.			
CLASS I.											
1	1903	Croatian Hebrew									\$397.80
2	1889	Bohemian	b \$10,000.50		\$8,100.00	\$1,835.00	\$7,950.00				
3	1908	Greek	2,196,377.54	\$172,005.00		2,000.00				\$28,094.93	
4	1905	Various	17,175.31	13,577.40		1,164.80			\$3,624.87		
			c 372,500.99			d 1,500.00					2,076.66
		Total	2,597,023.54	186,572.40	8,100.00	6,199.60	7,950.00		3,624.87	28,094.93	2,474.46
CLASS II.											
5	1895	Croatian	1,800.00								
6	1906	Italian									
7	1897	do.	1,700.00								
8	1890	do.			25,000.00	1,500.00					
9	1889	do.	2,400.00	44,000.00	5,593.82		13,160.94				e 916.50
10	1907	English	f 23,161.84								
11	1877	Russian	10,000.00	9,000.00		200.00	45,000.00	\$20,582.00			400.00
12	1891	Magyar		4,000.00		400.00	55,000.00	25,000.00			
13	1888	German			10,000.00	500.00	75,000.00	30,000.00			1,000.00
14	1892	do.	10,000.00	40,000.00		1,000.00	11,000.00	10,000.00			
15	1902	Polish	3,000.00		4,000.00	1,000.00					300.00
16	1890	Slovak	4,200.00				e 31,000.00				
		Total	56,261.84	97,000.00	44,593.82	4,600.00	314,160.94	85,582.00			2,616.50
CLASS III.											
17	1903	Greek									
18	1893	Italian			10,000.00		24,000.00				
19	1902	do.	3,000.00		(b)		5,000.00				
		Total	3,000.00		10,000.00		38,500.00				

^a For classification of banks see p. 27.

^b Loans and discounts, \$2,754.50; loans on real estate, \$8,155.

^c Time loans on collateral, \$29,340; call loans on collateral, \$74,493.60; loans upon bonds and mortgages, \$124,830; bills discounted, \$143,897.99.

^d Including real estate.

^e Italian currency only.

^f Loans and discounts, \$7,475.84; loans on real estate, \$15,686.

^g Including bonds and other investments.

^h Building owned separately by one of the partners.

TABLE 6.—Assets and liabilities of 19 immigrant bankers of Classes I, II, and III, by race of proprietor and by year of establishment—Continued.

ASSETS—Continued.

Num-ber.	Year of es-tablish-ment.	Race of proprietor.	Cash on hand.	Due from banks.	Reserve.	Over-drafts.	Investment securities.	Miscella-neous.	Saloon or grocery stock.	Accounts receiv-able.	Debits and credits.	Total.
CLASS I.												
1	1903	Croatian Hebrew	\$6,594.03	\$11,441.65								\$46,927.98
2	1880	Bohemian	127,192.77	301,950.09		\$224.33						2,828,834.66
3	1908	Greek	1,844.13	7,826.96						\$1,021.53		46,235.00
4	1905	Various		2,210.00	\$58,724.95	90.03	\$20,600.00	\$4,871.11				462,633.74
		Total	135,630.93	323,428.70	58,724.95	314.36	20,600.00	4,871.11		1,021.53		1,384,631.38
CLASS II.												
5	1895	Croatian		b 84,000.00				\$7,000.00				42,800.00
6	1900	Italian										70,000.00
7	1897	do	20,000.00	3,030.00								31,700.00
8	1890	do	5,426.46	1,068.50						546.89	c 315,002.02	35,500.00
9	1889	Hebrew:										88,115.13
10	1907	English	1,000.00									44,843.84
11	1877	Russian	1,000.00	1,500.00								67,100.00
12	1891	Magyar	2,500.00						3,400.00			100,300.00
13	1889	German	2,000.00	d 20,030.00								108,500.00
14	1882	do	2,000.00	3,400.00						1,800.00		94,000.00
15	1902	Polish	800.00	b 14,000.00								14,300.00
16	1890	Slovak										49,200.00
		Total	36,826.46	76,968.50					7,000.00	5,746.89	c 15,002.02	746,358.97
CLASS III.												
17	1903	Greek	500.00	10,000.00					4,000.00			38,500.00
18	1863	Italian	1,500.00	5,700.00						10,000.00		35,200.00
19	1902	do	100.00	9,875.00					12,000.00			41,823.00
		Total	2,100.00	25,575.00					16,000.00	10,000.00		115,523.00

a Mortgages and judgments of record.

b Interest-bearing accounts.

c Special loans, amounts due from main office of bank, and amount due bank by proprietors.

d Local balances, \$5,000; balances abroad, \$15,000.

LIABILITIES.

Num-ber.	Year of estab-lish-ment.	Race of proprietor.	Capital paid in.	Surplus.	Undivided profits.	Savings de-posit.	Individual de-posit.	Time and demand certificates of deposits.	Certified checks.	Cashiers' checks.	Drafts.	Ex-change.	Interest and dis-count.
CLASS I.													
1	1903	Croatian Hebrew	\$200,000.00	\$50,000.00	\$64,548.22	\$1,723,691.79	\$18,104.77	\$49,228.06	\$14,056.43	\$19,815.20	\$2,637.62	\$705.91	\$994.54
2	1889	Bohemian.....				5,264.58	13,453.89		21.19				
3	1908	Greek.....	75,000.00		30,515.95		387,117.79						
4	1905	Various.....											
		Total.....	275,000.00	50,000.00	95,064.17	1,728,956.37	1,078,171.41	49,228.06	14,077.62	19,815.20	2,637.62	705.91	994.54
CLASS II.													
5	1895	Croatian.....					14,000.00						
6	1906	Italian.....					3,000.00						
7	1897	do.....					1,000.00						
8	1890	do.....					3,000.00						
9	1889	do.....					21,784.85						
Hebrew:													
10	1907	English.....					a 352.00						
11	1877	Russian.....					a 500.00						
12	1891	Magyar.....					b 900.00						
13	1889	German.....					10,000.00						
14	1892	do.....					20,000.00						
15	1902	Polish.....					c 3,000.00						
16	1890	Slovak.....					11,000.00						
		Total.....					88,536.85						
CLASS III.													
17	1903	Greek.....					c 2,591.00						
18	1893	Italian.....					8,462.00						
19	1902	do.....					7,400.00						
		Total.....					18,453.00						

^a Chief business is foreign exchange, discounts and steamship tickets. Does not solicit deposits. Those held are for temporary safe-keeping.

^b Receives large amounts for deposit in another bank (American) in which he is interested. Those he holds are for temporary safe-keeping.

^c Ordinarily over \$10,000.

TABLE 6.—Assets and liabilities of 19 immigrant bankers of Classes I, II, and III, by race of proprietor and by year of establishment—Continued.

LIABILITIES—Continued.

Num-ber.	Year of estab-lish-ment.	Race of proprietor.	Collec-tions.	Due to bank.	Reserve for interest and taxes.	Accounts payable.	Insurance account.	Rental account.	Labor account.	Mortgages.	Money held for trans-mission.	Money due steam-ship com-pany.	Capital account.	Total.
		CLASS I.												
1	1903	Croatian Hebrew.....	\$80.00	\$2,000.00	\$18,000.00								\$26,743.21	\$46,927.98
2	1889	Bohemian.....												2,828,834.66
3	1908	Greek.....				\$5,502.01							17,655.26	46,233.00
4	1905	Various.....												462,633.74
		Total.....	80.00	2,000.00	18,000.00	5,502.01							44,398.47	3,384,631.38
		CLASS II.												
6	1895	Croatian.....								\$14,000.00				14,000.00
6	1906	Italian.....												17,000.00
7	1887	do.....												1,000.00
8	1890	do.....								12,000.00	\$1,000.00			16,000.00
9	1889	do.....						\$24,588.05	\$13,690.40		647.90			88,115.13
		Hebrew:												
10	1907	English.....		5,186.00	7.10	7.10	\$208.80	125.00		8,350.00				14,228.90
11	1877	Russian.....								20,000.00		\$200.00		20,700.00
12	1891	Magyar.....			8,000.00	8,000.00				7,500.00				16,400.00
13	1889	German.....			6,000.00	6,000.00					1,500.00			17,500.00
14	1892	do.....								200.00				20,200.00
15	1902	Polish.....									500.00			3,500.00
16	1890	Slovak.....												11,000.00
		Total.....		5,186.00		14,007.10	208.80	24,713.05	13,690.40	62,050.00	3,647.90	200.00	27,403.93	239,644.03
		CLASS III.												
17	1903	Greek.....								2,000.00				4,591.00
18	1893	Italian.....				6,500.00								14,922.00
19	1902	do.....				6,000.00				3,500.00	240.00			16,140.00
		Total.....				11,500.00				5,500.00	240.00			35,693.00

Attention should be given to the statements of the 4 representative banks of Class I. In each of these the depositor is protected by heavy cash reserves. Numbers 2 and 4, which are incorporated and under state control, have a paid-in capital, and No. 2 has a large surplus. An interesting contrast is afforded in the case of the privately owned institutions, Nos. 1 and 3. Both of these have what are known as capital accounts, which do not represent a capital fund paid in by the owners, but are merely the excess of assets over liabilities. It will be noted of the first private bank that of \$10,909.50 in loans outstanding, \$8,155 are on real estate. The bank building is valued at \$8,100, furniture and fixtures at \$1,535, and other real estate at \$7,950. By this total of \$25,740 it is seen that over 50 per cent of the resources of the bank are represented by real-estate investments; but the bank has cash on hand or due from other banks in an amount almost equal to its deposits—that is to say, the bank's reserve is more than 100 per cent. The proprietor claimed that he held all deposits intact against demand, drawing 3 per cent interest on them from his correspondent banks, and that all loans or investments are made out of his own funds. Although not participating in the interest drawn on their savings by the banker, his depositors nevertheless are afforded security as long as he chooses to make this use of their funds. They are further protected by the capital fund or real-estate investments of the bank. But inasmuch as the bank is individually and privately owned, the heavy real-estate investments are significant. Undoubtedly they have been built up to a large extent out of the profits of the banking business.

On the other hand, the third bank, also privately owned, is found to have heavy stock investments, with a much greater proportion of loans. These are discounts on notes and other paper rather than on real estate. Yet its cash reserve back of deposits is 50 per cent.

The statements of the 2 state banks, Nos. 2 and 4, offer some interesting comparisons. In neither do the real-estate or stock investments form any noticeable proportion of the total assets. In the case of the Bohemian bank there is a cash reserve of 15 per cent, as required by the Illinois state law.^a Over two-thirds of the bank's deposits are in savings accounts bearing 3 per cent interest. While practically all of its deposits are made by immigrant laborers, only about 17 per cent of its loans are in the hands of these or immigrant business men. The loans are invariably secured by real-estate mortgages, on which the bank realizes 5½ per cent interest for the loan and 1½ per cent commission for the execution of the mortgages. The bulk of the bank's loans are to downtown brokers on good collateral of commercial paper and stocks. The surplus of \$50,000 is invested in stocks and bonds.

The history of the origin and growth of the fourth bank is interesting. The president of the bank, a Polish-American, conducted a foreign-exchange and ticket-agency business in the foreign neighborhood of the city in which the bank is located. Having

^a There is a tentative understanding that Chicago banks shall maintain a reserve of 25 per cent, and this bank usually maintains one to that amount. There is a separate reserve fund, accruing from a monthly increase of \$3,000, which is maintained for interest and taxes. This fund is of course done away with upon the payment of these items.

gained the confidence of the people with whom he was dealing, he began to receive their savings for safe-keeping, paying no interest and making no loans, but merely keeping the funds in his safe somewhat as a courtesy to the people among whom he was conducting his foreign-exchange business. The funds which were thus deposited gradually grew to a large amount. His depositors, learning that interest was paid by the American institutions in the city, soon began to demand interest of him. At the same time he was solicited by outside parties for loans on good and reliable security. Appreciating that he had a foundation for a banking business, he opened a bank in connection with his foreign-exchange work, paying a small interest on deposits and making loans of the security of which he had no doubts. In a few years he built up a large and prosperous banking business, and in 1906, in conjunction with a few of his business associates and large depositors, he organized and incorporated the present bank.

This bank now has a total reserve of 13 per cent. It was stated that the reserve has never been below 7.5 per cent on checking accounts and 15 per cent on savings accounts. An interest rate of 2 per cent is paid on the former and 4 per cent on the latter. These deposits are loaned at the rate of 6 per cent. Of loans, 39 per cent are bills discounted, 28 per cent consist of loans on collateral, and 33 per cent are loans on bonds and mortgages. These are made for the most part to immigrant home builders. In a few cases loans have been made on personal security, usually to directors or to heavy stockholders. All loans are made with the sanction of the board of directors. Deposits are used only in making loans. The bank has no other investments, except one or two real-estate properties, which have come into the possession of the institution as forfeited securities.

Enough has been said of the reports of the less formally organized banks of Classes II and III in connection with other phases of the discussion. Reference to the table will further illustrate the conclusions already expressed. Attention is called, however, to the differences in the items which appear in the assets and liabilities of the three classes of banks. It is noteworthy that nearly 60 per cent of the total assets of the 12 banks in Class II consist of real estate owned locally and otherwise, including the bank building. On the other hand, the investments of only 1 bank in Class I consist of any considerable amount of real property. The value of the building in which the business is located, real-estate holdings and saloon and mercantile stock on hand, together with accounts receivable, form 73 per cent of the assets of the 3 banks of Class III. The only other items appearing in their resources are cash on hand and due from other banks, and, in the case of 1 bank, a small amount of loans.

Three of the 4 banks in Class I have a very large proportion of their assets in the shape of loans. Only 3 of the 15 banks in Classes II and III have any appreciable amount of loans. Of these, 2 do not receive deposits, except small sums for temporary safe-keeping, their loans being advances from the personal funds of the proprietors. Only 1 bank of the entire 19 has a reserve fund, but the cash held by all the banks of Classes II and III, with one exception, constitutes an adequate reserve.

The differences in the character of the three classes of banks are emphasized by the nature of their liabilities. The liabilities of those of Class I are such as are generally incurred by banks, that is, capital, surplus, undivided profits, deposits, checks, exchange, interest and discount, amounts due to other banks, etc. Of these items, aside from deposits, only the last named appears in the statements of the other 15 banks, and that only once. Owing to the confusion between banking functions and ordinary business, their liabilities consist only of accounts payable, insurance, rental and labor accounts, mortgages, money held for transmission, and money due steamship companies.

INTEREST.

Of the 30 bankers in Classes II and III who make a practice of receiving deposits, 10 state that interest was paid on these deposits. One, a Polish banker holding \$12,000 in savings deposits of \$1 and up on six months' time, pays 3 per cent interest. No reserve is maintained. Another, an Italian holding \$30,000 of deposits on six months' time, pays 3½ per cent. In each case deposits are used for loans and investments. A reserve of 50 per cent is maintained behind deposits of the Italian banker "against a possible run." The average of individual deposits is \$200, and the aggregate for a year such as 1909 would be \$85,000. In addition to his savings accounts, however, this banker handles from \$7,000 to \$8,000 per month in amounts that are left for temporary safe-keeping and on which no interest is paid. Two-thirds of such sums are for accumulation against exchange abroad or the purchase of steamship tickets. They are allowed to accumulate during the month, but are rarely kept on deposit for a longer period than thirty days.

Another banker, who holds about \$5,000, credits all of his depositors' accounts every six months with 3½ per cent interest, which is the rate received by him on his reinvestment of these deposits in a savings bank. A fourth, drawing 4 per cent on \$2,000, pays 3½ per cent on six months' time. A fifth, the aggregate of whose deposits in 1908 was \$37,000, with disbursements of \$35,000, pays 3 per cent on time deposits.

The whole amount on which interest is paid by these 5 bankers is less than one-fifth of the total of deposits held by the 30 bankers under consideration. The other 5 of the 10, whose deposits at present are nearly \$30,000 but who in ordinary times hold about \$140,000, offer interest varying from 3 to 4 per cent on such deposits as are permitted to remain for twelve months. In each case this amount is inconsiderable. None of the 22 bankers who receive deposits in a casual way for safe-keeping pay any interest. In this connection may be given the findings of the commission of immigration of the State of New York. This Commission received reports from 50 banks in that State. Of these, 44 per cent accepted money on deposit. The following is quoted from the Commission's report (page 27):

About 26 per cent of these banks stated that they did not accept regular deposits but kept small sums of money for short periods, aggregating in some instances several thousand dollars a year. A number stated that they paid interest, but none paid unless the amounts were left three months or over.

The average rate of interest paid was about 2½ per cent. In 1908 interest was paid on less than one-half of the deposits. One banker testified that of \$125,000 in deposits, which represented 300 or 400 accounts, less than one-tenth received interest.

Of the two private banks in Class I, whose deposits now aggregate nearly \$40,000, interest is paid by the Greek bank only, and on little over one-fourth of its total deposits. The incorporated Bohemian bank of this class pays 3 per cent on over two-thirds of its deposits which are on time or in savings accounts. Seventy per cent of its depositors are Bohemians and 30 per cent Germans, Slovaks, and Croatians. The aggregate of deposits for the bank will average \$50,000 per day. The other incorporated bank pays 4 per cent per year on savings accounts or time deposits and 2 per cent on checking accounts.

The charge was made against one banker that instead of paying interest on his deposits he actually charged his depositors a commission for keeping their funds safely. This appears to have been in the form of a charge of 25 cents for pass books rather than a direct commission.

WITHDRAWAL.

As has been noted, there is not a banker of Classes II and III who holds deposits subject to check. For one reason, the immigrant depositor is not familiar with the accommodation, and in reality has no need of it. In the second place it would be difficult for the average banker of these classes to arrange for adequate clearing facilities. All maintain, however, that deposits are subject to withdrawal on demand, always if the demand is made in person, and usually if it is made by mail. One banker, who is a grocer and a labor agent, has printed forms which he distributes among such of his depositors as he sends out on construction work. By these they can instruct him to make remittances abroad from their deposits.

UNCLAIMED ACCOUNTS.

The banker may sometimes regard himself as the heir of the depositor, and in that capacity retain the fund entrusted to his care. As regards this point, the commission of immigration of the State of New York, in its recent report (page 27), has the following:

Attention has been directed to the fact that unclaimed accounts are held in these banks, due in some instances to the failure of the depositor to leave his address or that of his family, and in others to the ignorance of the family that an account has been opened.

The district prosecuting attorney in a western city testified that he had had considerable trouble in cases involving the disposition of the funds of deceased depositors. It had been his experience that immigrant bankers, particularly among Greek saloonkeepers and padrones, were prone to retain such accounts. It has been charged that many bankers do not pay over such sums unless compelled to do so through suit by an administrator.

MONEY EXCHANGE.

As a rule immigrant banks in the interior communities do not handle foreign money except as an accommodation to their patrons, buying from them such small sums as are not exchanged upon their arrival at New York, and securing for them, usually from New York or local banks, such as they may wish on departure for Europe. Many of them keep a small stock of foreign currency for show-window purposes. Comparatively little foreign money is brought into the interior. That brought to this country by immigrants is for the most part exchanged at New York or other port of entry. In the table which is submitted below there is shown the kind and amount of foreign money purchased at Ellis Island by an express company during the period 1906 to 1909.^a

TABLE 7.—*Kind and amount of money purchased at Ellis Island, New York, by an express company, January 1, 1906, to June 30, 1909.*

Kind of money.	Equivalent in United States dollars.			
	1906.	1907.	1908.	January 1 to June 30, 1909.
Austrian (kronen).....	\$277,804.14	\$347,987.46	\$82,404.84	\$90,392.97
Belgian (francs).....	14,145.94	14,887.14	5,653.46	2,445.78
English (sterling).....	483,312.19	477,614.73	168,093.41	121,450.64
Finnish (finmarks).....	14,219.67	9,227.14	3,571.12	11,155.57
French (francs).....	375,785.64	528,805.66	105,938.25	147,978.10
German (marks).....	258,288.39	208,314.19	107,537.86	44,997.37
Holland (gulden).....	3,991.66	6,458.88	2,199.09	1,101.93
Irish and Scotch (sterling).....	34,892.19	40,459.83	25,653.52	14,547.98
Italian (lire).....	1,331,330.86	1,294,757.39	276,711.57	852,362.97
Roumanian (lei).....	276.02	666.96	474.40	.....
Russian (rubles).....	885,882.22	815,831.96	247,913.17	252,120.05
Scandinavian (kroner).....	83,436.02	70,647.54	44,746.28	38,165.21
Turkish (ittq).....	8,954.79	13,918.90	3,148.55	7,311.11
Total.....	3,772,319.73	3,829,577.78	1,074,045.52	1,584,029.68

Very few immigrant bankers are importers of foreign currency. The exchange sold by the greater part of the Italian banks examined did not average over 8,000 lire per year. The rate of profits depends upon (1) the market rate at time of purchase and whether obtained from other banks or from the people direct, it being much greater in the latter case; (2) the amount sold, the rate being greater for small sums; (3) the market price at time of sale. For those who purchase lire from New York, the rate of profit varies from one-fourth of 1 per cent to 1½ per cent, depending upon the amount and market rate. In the case of those who purchase from the immigrants directly the profit varies from 1 to 3 per cent.

Much the same conditions prevail among the bankers dealing with Poles, Russians, and the Austro-Hungarian races. With a few exceptions, kronen and rubles are purchased in New York and sold to immigrants about to return to Europe at a varying rate of profit.

^a This company has the contract for the exchange of foreign money at Ellis Island. These figures are of additional interest as indicating the effect of the recent financial depression upon immigration.

RELATIVE IMPORTANCE OF DEPOSITS AND REMITTANCES.

An official connected with the investigation bureau of the Italian consulate in New York gives the following as his reasons for thinking that the reception of money by immigrant banks for transmission abroad is of greater importance, and worthy of more serious consideration, than is the handling of deposits:

(1) Such deposits as are left with the Italian bankers are small and temporary, while the preponderance of claims turned in to this bureau by patrons of failed bankers is for money left to be sent abroad.

(2) Deposits are usually made upon the strength of the depositor's faith in the banker; that is to say, the personal equation enters into the transaction very strongly. But money to be sent abroad is often turned over to men whom the sender does not know to be reliable, because other means of transmission are not readily available.

(3) Inasmuch as the affidavit of the payee that the money has not been received is not accepted as sufficient legal evidence of nonpayment, it is next to impossible for the plaintiff to show proof in case of a money order which has not been delivered. The depositor, on the other hand, usually has some positive evidence of the amount due him.^a

(4) By misrepresentation the sender is often duped into believing that the banker is secured and authorized by the State, the banker giving the impression, in New York for instance, that a bond of \$15,000 has been deposited as a guaranty, or that the bank represents the Government^b or holds the agency for some well-known banking house, thus creating an unwarranted confidence in his ability and disposition to forward money promptly and honestly. These considerations would perhaps apply with equal force in attracting deposits. But inasmuch as deposits are most often left for accumulation toward a remittance home, the evil effects of much misrepresentation fall ultimately upon the purchaser of the money order.

To these reasons may be added a fifth, that deposits left for temporary safe-keeping or even for savings are at all times subject to withdrawal, while the time that must elapse before the purchaser of a money order can hear from the payee affords a greater opportunity for fraud.

Opposed to this view is the opinion of a number of bankers of the more responsible type, including representatives of large exchange houses of New York who handle the remittances of immigrant bankers. One of these representatives fixed the receiving of deposits by immigrant bankers as the gravest source of danger. In support of his contention, the informant outlines the situation in 1908. The proprietors of many banks had invested heavily in real estate, in second mortgages, and in similar property, immediate realization on which was impossible. In some cases stock of a highly speculative nature was purchased, and in other ways the funds intrusted to these proprietors were diverted to their own interests. As the depression became more acute, thousands of alien laborers were thrown out of

^a See p. 241.

^b See p. 324.

employment, and began to draw on their bank deposits for their support. Unlike savings institutions which are protected by a time notice, this demand could not be forestalled. Payments could not be limited nor deferred, nor clearing-house certificates issued. Such relief measures were not at the command of the immigrant banker, owing to the suspicion that they would immediately arouse in the minds of his ignorant depositors. It is probably true that, in order to meet the more pressing of these demands, money received for transmission abroad was held up. Other extremities also were resorted to until, in many cases, the affairs of these bankers became so involved as to render an orderly rearrangement next to impossible. With their real estate, mortgages, and stocks greatly depressed and even valueless as an immediate source of revenue, the failure of these proprietors was inevitable.

On the one hand, it seems that bankers who are honestly inclined are more likely to use deposits for the purpose of building up their own resources than they are to use money left for transmission. Those who wish to extend their operations over a long period and enjoy the continued confidence of their patrons, do not find it a good policy to delay the delivery of money left for transmission, and will hardly do so unless driven to it as an ultimate recourse in times of pressure. On the other hand, to bankers contemplating abscondence, it makes very little difference what is the nature of the money they steal. But owing to the fact that in a given time so much more can be taken in as money for transmission than as deposits, it is not unnatural to find that the majority of absconding bankers are those whose business consisted chiefly of the sale of money orders. In one case it is a question of expediency; in the other, a question of amount. In both cases time plays an important part.

On the whole, it is believed that the business of receiving money for transmission abroad presents graver problems and deserves more careful study than does that of receiving deposits.

It must be borne in mind that many immigrants doing a banking business do not make a practice of receiving deposits other than small sums for temporary safe-keeping, whereas the receiving of money for transmission abroad is a highly important part of the business of every immigrant banker. As a matter of fact, there is scarcely an immigrant steamship agent, saloon keeper, or merchant in the country who does not sell what he is pleased to term foreign exchange. Through these channels a steady stream of money is poured into Europe. The prevalence of the practice, the vast sums involved, and the peculiarities of the system under which transmission is made, attach to the taking of money for this purpose an overshadowing importance such as can not be ascribed to the receiving of deposits. Chapter V of this report is given over entirely to a consideration of this important subject.

CHAPTER V.

REMITTANCES ABROAD.

The importance of immigrant banks as a factor in the transmission abroad of immigrant money is indicated by the fact that approximately one-half of the estimated amount of \$275,000,000 sent abroad by aliens in 1907 passed through the hands of immigrant bankers. This transmission was effected by means of the "money orders" of certain large banking houses which were placed in the hands of immigrant bankers and sold by them to their customers.

The amount of money sent abroad by various correspondent banking houses of immigrant banks in the two and one-half years ending June 30, 1909, is shown by the following table:

TABLE 8.—*Immigrant remittances abroad by various correspondent banking houses of immigrant banks, by country to which sent, January 1, 1907, to June 30, 1909.*

Country.	1907.	1908.	January 1 to June 30, 1909.
Austria-Hungary.....	\$55,315,392.85	\$28,088,754.88	\$11,011,629.97
Finland.....	1,442,197.66	1,067,028.65	328,395.27
Germany.....	906,159.99	685,385.26	268,094.26
Italy.....	52,081,133.86	23,719,115.55	8,226,688.89
Russia.....	15,241,482.39	11,416,009.83	4,477,271.05
Balkan States.....	2,700,000.00	2,440,000.00	1,200,000.00
Scandinavian States.....	7,745,432.08	5,980,233.60	2,116,446.07
Other European countries ^a	4,895,583.09	3,164,507.69	2,433,120.14
Oriental countries ^b	720,000.00	1,155,000.00	719,000.00
Total.....	141,047,381.92	77,666,035.46	30,780,645.65

^a Including also some transmission to Oriental countries and to Greece.

^b China, Japan, Syria; also Greece and Turkey.

This table is a summary of carefully prepared statements furnished by four general banking houses, the financial departments of an express company and of a steamship company, and three large Italian banks, including the New York office of the Bank of Naples. These are the leading concerns through which the immigrant banks under consideration transmit money abroad. In each case representatives of these banking houses have asserted that local sales over the counters of the bank were inconsiderable, and none but the Bank of Naples, and possibly the express company, have more than a very few American correspondents or subagents who sell their "money orders." It is safe to assert that the remittances of immigrant bankers formed 90 per cent of the total amount of money sent abroad each year by these companies. It appears, therefore, that approximately \$125,000,000 was sent abroad through these agencies by immigrant banking establishments in 1907. The influence of the recent period of financial depression is apparent, transmissions through these nine houses falling from \$141,047,381.92 in 1907 to \$77,666,035.46 in 1908.

These figures do not include the somewhat general estimates furnished by a number of smaller banking houses whose orders are sold by immigrant correspondents, nor do they include the statements of four international banking houses from which are purchased nearly all drafts on China, for the reason that in these cases it was found impossible to separate drafts purchased on account of immigrant remittances from those arising from commercial transactions.^a Neither do the estimates include the large sums sent abroad by means of international postal money orders,^b nor transmissions through a number of other channels which are taken into account in estimating the total sum sent home by immigrants. They are strikingly indicative, however, of the volume of money which passes through the hands of the hundreds of immigrant steamship agents, saloon keepers, and men of other occupations who call themselves bankers.

It is important to recognize that these transmittals of money do not properly constitute foreign exchange as it is commercially and economically understood. They are not commercial payments arising out of imports or the expenditures of tourists, but represent savings withdrawn from circulation here and sent abroad for the support of families, for payment of debts contracted prior to or in coming to this country, for investment, or for accumulation for future expenditures there. Immigrant bankers universally assert that these are the purposes for which their customers transmit funds, and this is also the opinion of the larger financial concerns through which the immigrant bankers transmit money abroad. Some immigrant bankers carry small stocks of imported books and novelties, but remittances abroad in payment thereof, which they may make in the same manner as ordinary transmissions, are inconsiderable. It is unquestionably true that in their origin and ultimate purpose the transmissions of immigrant laborers constitute a distinct class of exchange.

AMOUNT OF TRANSMISSIONS.

In 1908, 100 immigrant bankers of the total number visited sent abroad on account of their patrons approximately \$7,182,675. The first table which follows shows the amount sent from each locality, by race of remitting banker. The second table is a summary of these remittances according to the amount sent.

^a See p. 270.

^b Table 22, p. 275.

TABLE 9.—Remittances abroad by 100 immigrant banks, by locality and by race of proprietor, for year 1908.

Locality.	Bulgarian.		Croatian.		Greek.		Hebrew.		Italian.	
	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.
Bayonne and Paterson, N. J.										
Boston, Mass.							1	\$500,000	3	\$58,500
Buffalo, N. Y., and vicinity.			1	\$7,000			2	51,000	3	75,250
Chicago, Ill., and vicinity.			1	700,000			1	6,000	2	44,500
Cleveland, Ohio.			1	100,000	1	\$25,000			4	405,500
Fall River, Mass., and other textile communities.			1		1	151,500	1	250,000	1	99,500
Indianapolis, Ind.					1	8,500	2	140,500	3	30,250
Kansas City, Mo. and Kaos	1	a \$12,500	1	500	2	27,000				
Philadelphia, Pa.			1							
Pittsburg, Pa., and vicinity			1	149,500			1	676,500	2	23,000
Other western Pennsylvania communities.							1	53,750	4	99,750
Providence, R. I.							1		7	544,000
Rochester, N. Y.			2	24,000			1	55,000	2	191,500
St. Louis, Mo., and vicinity	2	10,500			1	2,000	2	37,500	3	129,000
Syracuse, N. Y.									1	7,500
Toledo, Ohio.									3	171,000
Utica, N. Y.										
Total.	3	b 23,000	7	981,000	5	205,500	14	1,853,750	43	b 2,394,300

Locality.	Magyar.		Polish.		Slovak.		Other.		Total.	
	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.	Number of banks.	Amount.
Bayonne and Paterson, N. J.										
Boston, Mass.										
Buffalo, N. Y., and vicinity	1	\$53,000	3	\$47,000					4	\$58,500
Chicago, Ill., and vicinity.	2	90,500	3	123,000	1	\$80,000	c 1	\$85,000	8	157,500
Cleveland, Ohio.			1	37,000			d 2	74,250	11	1,368,500
Fall River, Mass., and other textile communities.									6	577,000
Indianapolis, Ind.									7	331,000
Kansas City, Mo. and Kaos									1	8,500
Philadelphia, Pa.									8	203,500
Pittsburg, Pa., and vicinity									4	99,750
Other western Pennsylvania communities.	1	35,375			3	395,750	e 2	283,750	5	1,504,250
Providence, R. I.							f 2	344,000	15	b 1,348,425
Rochester, N. Y.									2	191,500
St. Louis, Mo., and vicinity	1	13,500	2	80,000					4	184,000
Syracuse, N. Y.									11	184,000
Toledo, Ohio.	3	34,000							3	171,000
Utica, N. Y.									3	34,000
Total.	8	226,375	9	296,000	4	475,750	7	737,000	100	e 7,182,675

a For last 4½ months of the year.

b Including one bank reporting for only last 4½ months of the year.

c Lithuanian.

d One Portuguese and one Lithuanian.

e Companies.

f Including two banks reporting for only last 4½ months of the year.

g Hungarian-German.

TABLE 10—Remittances abroad by 100 immigrant banks, according to amount sent, for year 1908.

Transmitting—	Number of banks.	Per cent of total amount transmitted.
\$500,000 or over.....	4	33
\$200,000 to \$500,000.....	5	15
\$100,000 to \$200,000.....	12	22
\$50,000 to \$100,000.....	17	16
\$20,000 to \$50,000.....	18	8
\$10,000 to \$20,000.....	19	4
Under \$10,000.....	25	2
Total.....	100	100

SUMMARY.

Above \$100,000.....	21	70
Below \$100,000.....	79	30

It will be noted that 21 of these banks sent 70 per cent of the total amount transmitted abroad, while the remittances of as many as 44 banks comprised only 6 per cent of the total. The entire amount transmitted abroad was much less in 1908 than in 1907. It is safe to say that the remittances of these 100 banks in 1908 were little more than one-half as great as in 1907. The aggregate for 6 of them in 1908 was only \$1,900,000, as compared with nearly \$3,500,000 in 1907. In 1906, also, the total was much heavier than in 1908.

The amount of money sent out of the country from industrial sections, usually thickly populated with immigrant laborers, is very large. In 1907 nearly \$1,000,000 was sent abroad from the Connellsville coal region of Pennsylvania by five immigrant banks alone.

Comparable to some extent with the statistics given above are the figures furnished to the New York commission of immigration by 50 immigrant bankers in that State. The total foreign exchange business of these 50 bankers amounted in 1907 to \$16,419,821.10, and in 1908 to \$10,812,315.53.^a There are believed to be 1,000 immigrants doing a banking business in that State, and owing to the large resident and contributory foreign population the amount sent abroad through such banks is probably much greater than that for any other State. There are, also, fewer banks the aggregate of whose remittances is comparatively small, that is, less than \$20,000. In the table below are shown the remittances, in 1907 and 1908, of these 50 bankers according to amount sent.

^a Report of the Commission of Immigration of the State of New York, p. 26.

TABLE 11.—Remittances abroad by 50 immigrant banks in New York, according to amount sent, 1907 and 1908.

[From report of the Commission of Immigration of the State of New York, 1909, p. 191.]

Transmitting—	Number of banks.	
	1907.	1908.
\$1,000,000 or over.....	4	2
\$500,000 to \$1,000,000.....	6	5
\$200,000 to \$500,000.....	11	7
\$100,000 to \$200,000.....	8	8
\$50,000 to \$100,000.....	6	9
\$20,000 to \$50,000.....	9	10
Under \$20,000.....	6	9
Total.....	50	50

SUMMARY.

Above \$200,000.....	21	14
Below \$200,000.....	29	36

The following table, compiled from the reports of the bank commissioner of Massachusetts for 1907 and 1908, shows that for the year ending October 31, 1907, steamship agents in that State to the number of 183 sent \$5,635,722.63 abroad, and for the year ending October 31, 1908, 169 agents sent \$4,451,940.26.

TABLE 12.—Remittances abroad through immigrant banks of Massachusetts, by country to which sent, November 1, 1906, to October 31, 1908.

[Compiled from reports of the bank commissioner of Massachusetts for 1907 and 1908.]

Country.	Amount forwarded during year ending—	
	October 31, 1907.	October 31, 1908.
Austria-Hungary.....	\$193,952.85	\$190,340.05
Finland.....	100,914.11	98,885.07
Germany.....	12,936.96	20,808.71
Great Britain and Ireland.....	619,393.77	438,716.89
Greece.....	145,754.81	188,323.31
Italy.....	3,107,405.11	2,206,626.46
Russia.....	1,016,565.48	925,420.36
Sweden and Norway.....	76,488.66	87,835.41
Turkey in Europe and Asia.....	37,103.58	47,544.54
Other countries.....	325,207.30	247,439.46
Total.....	5,635,722.63	4,451,940.26

SUMMARY.

Year.	Number of banks.	Amount transmitted.
Year ending October 31, 1907.....	183	\$5,635,722.63
Year ending October 31, 1908.....	169	4,451,940.26
Difference.....	14	1,183,782.37

These figures are for steamship agent bankers only, but they include practically all the immigrant bankers within the State. The total amount forwarded in 1908 shows a decrease of approximately \$1,183,000, of which decrease \$900,000 is in the amount forwarded to Italy alone. Of the total forwarded to Italy in 1908 (\$2,206,626.46), over one-fifth was delivered to these bankers for deposit in the Italian Postal Savings Bank. During the fiscal year ending June 30, 1907, the sum of \$4,876,457.55 was sent abroad through Massachusetts post-offices.

SOURCES ON WHICH GENERAL ESTIMATE IS BASED.

The volume of foreign exchange sold on behalf of immigrants is perhaps best indicated by the figures of the large banking concerns with which the immigrant bankers correspond. A table was given at the beginning of this chapter,^a summarizing the remittances abroad of certain of these large banking houses. The detailed statements of various of these houses are now shown in the following tables.

Three important banks in New York City, acting as clearing houses for immigrant correspondents throughout the country, report transmissions as follows: In 1907, \$94,855,000; in 1908, \$49,505,000; and during the first six months of 1909, \$18,904,000. The figures for one of these banks include only payments received from correspondents outside the city of New York. In the table below the remittances of these three banking houses are shown by the countries to which the money was sent.

TABLE 13.—*Remittances abroad for immigrants by 3 banking houses, by country to which sent, January 1, 1907, to June 30, 1909.*

Country.	1907.	1908.	January 1 to June 30, 1909.
Austria-Hungary.....	\$42,635,000	\$21,835,000	\$8,280,000
China.....	390,000	273,000	108,000
Finland.....	1,425,000	1,050,000	320,000
Germany.....	905,000	680,000	265,000
Italy.....	28,280,000	8,925,000	2,375,000
Japan.....	40,000	22,000	11,000
Russia.....	10,225,000	7,955,000	2,930,000
Balkan States ^a	2,700,000	2,440,000	1,200,000
Scandinavian countries.....	6,960,000	5,290,000	1,840,000
Other countries ^b	1,295,000	1,035,000	1,575,000
Total.....	94,855,000	49,505,000	18,904,000

^a Including also some transmissions to Greece and Turkey.

^b Including also some transmissions to Greece and oriental countries.

Besides these banking houses there is an express company in New York City which receives remittances from over 2,000 immigrant correspondents in all parts of the country. The total of its transmissions in postal remittances and limited checks for 1906 was \$17,422,153.33; for 1907, \$24,137,977.30; for 1908, \$14,545,371.62; and for the first six months of 1909, \$6,215,158.03. These transmissions are shown, according to the countries to which they were sent, in the table next presented.

^a Table 8, p. 261.

TABLE 14.—Statement of foreign postal remittances and limited checks issued on behalf of immigrants by one express company, by country to which sent, January 1, 1906, to June 30, 1909.

POSTAL REMITTANCES.

Country.	1906.	1907.	1908.	January 1 to June 30, 1909.
Austria.....	\$1,896,459.23	\$2,696,139.50	\$1,321,228.02	\$557,769.21
Hungary.....	1,994,266.35	3,403,271.32	1,552,727.03	705,553.92
Italy.....	7,251,154.32	9,927,590.05	6,486,194.75	2,681,941.08
Russia.....	3,004,266.00	4,291,731.35	2,902,265.57	1,333,029.21
Other countries.....	1,327,530.34	1,484,503.85	642,345.79	312,085.73
Total.....	15,473,676.24	21,803,236.07	12,904,761.16	5,590,379.15

LIMITED CHECKS.

Austria.....	\$32,054.00	\$40,794.63	\$30,825.42	\$23,330.68
Hungary.....	1,038.68	977.50	130.97	100.10
Italy.....	163,299.26	123,763.26	95,410.07	41,133.53
Russia.....	48,032.57	53,198.42	36,249.60	15,894.60
Other countries.....	1,704,052.58	2,116,007.42	1,477,994.40	544,320.37
Total.....	1,948,477.09	2,334,741.23	1,640,610.46	624,779.28

There are other banking houses in New York City which make a practice of handling immigrant remittances abroad, but to a less extent than those enumerated. Another express company which has recently undertaken this class of business reports total sales of postal remittances, through 153 correspondents, as \$428,190.69 from July, 1907, to June, 1909.

A bank of recent organization making a specialty of Hungarian business reports a total of 15,000,000 kronen (about \$3,000,000) in money orders and checks forwarded to Hungary from December, 1907, to June, 1909. The bulk of this money was received from the bank's 250 correspondents in Connecticut, Massachusetts, New Jersey, Pennsylvania, Ohio, Iowa, Indiana, Michigan, Missouri, Illinois, and other States.

A steamship company which began to handle the foreign remittances of some of its agents in 1907 reports transmissions as follows: \$1,005,374.68 in 1907, \$1,456,671.31 in 1908, and \$696,854.71 from January 1 to June 30, 1909, as shown by the statement submitted herewith:

TABLE 15.—Remittances abroad on behalf of immigrant agents by a steamship company, by country to which sent, January 1, 1907, to June 30, 1909.

Country.	1907.	1908.	January 1 to June 30, 1909.
Austria-Hungary.....	\$59,209.90	\$218,843.44	\$136,876.06
Belgium.....	71.82	9,167.50	1,714.04
Denmark.....	23,556.97	20,707.01	8,283.38
Finland.....	17,197.66	17,028.65	8,395.27
Germany.....	1,159.99	5,385.26	3,094.26
Italy.....	120,750.61	268,518.20	167,981.77
Norway.....	620,491.24	545,284.54	218,392.40
Russia.....	21,552.62	147,494.66	102,347.24
Sweden.....	141,383.87	124,242.05	49,760.29
Total.....	1,005,374.68	1,456,671.31	696,854.71

The Bank of Naples in 1908 received from its correspondents in America 17,066,989.16 lire (about \$3,294,000), as remittances made by Italian immigrants for distribution to their families or for deposit in the Bank of Naples and in the postal savings bank. The total of the sums so received is shown in the table next presented according to the location of the correspondent bank at which the remittance originated.

TABLE 16.—Remittances for distribution and deposit abroad, made by Italian immigrants through the American correspondents of the Bank of Naples, Italy, for year 1908.

[Compiled from the report of the Bank of Naples, 1908.]

Place of origin.	Remittances by immigrants directly to families abroad, by bank orders through the Bank of Naples. ^a		Deposits made by immigrants in the Bank of Naples and in the Postal Savings Bank through correspondents of the Bank of Naples. ^a		Postal Savings Bank.		Total.		Grand total.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.
	Bank of Naples.		Bank of Naples.		Bank of Naples.		Bank of Naples.		Bank of Naples.	
Albany, N. Y.	276	\$7,284.74			197	\$39,675.45	197	\$39,675.45	473	\$46,960.18
Boston, Mass.	6,475	286,281.01	37	\$3,223.10	989	100,931.00	1,026	104,154.19	7,901	340,435.20
Burlingame, N. Y.	2,473	77,464.88			289	40,533.80	236	40,533.86	2,709	117,998.74
Brooklyn, N. Y.	14,738	370,752.31	22	2,286.70	311	129,827.43	533	132,124.13	15,071	562,876.44
Chicago, Ill.	61	9,795.72							61	9,795.72
Cincinnati, Ohio.	4,101	186,733.77	3	289.50	59	45,712.71	62	46,002.21	4,163	202,735.98
Cleveland, Ohio (Italian correspondent).	1,354	41,055.65			38	19,064.54	38	19,064.54	1,392	60,120.19
Cleveland, Ohio (American correspondent).	4,227	8,178.58			4	1,499.23	4	1,499.23	231	9,677.81
Denver, Colo.	189	7,641.96			6	2,624.80	6	2,624.80	205	10,296.76
Detroit, Mich.	3,310	68,070.51			375	53,990.79	375	53,990.79	2,685	122,061.30
Fairmont, W. Va.	39	793.72							39	793.72
Kansas City, Mo.	172	4,222.07			8	448.73	8	448.73	180	4,670.79
McAlester, Okla.	1	146.09							1	146.09
Madison, N. J.	277	7,714.26			11	1,794.90	11	1,794.90	288	9,509.16
New Orleans, La.	616	20,867.71			5	3,042.90	5	3,042.90	621	23,910.60
New York, N. Y. (special correspondent).....	3,316	137,556.28	77	8,617.45	30	7,107.28	107	15,724.73	3,423	173,284.01
New York, N. Y. (inspectorate).....	4,165	203,912.19	464	33,549.73	778	99,583.81	1,242	133,113.54	5,407	337,025.73
Pasadena, N. J.	147	3,412.43			6	656.20	6	656.20	153	4,068.63
Patterson, N. J.	37	1,780.43			6	727.61	6	727.61	43	2,508.04
Philadelphia, Pa.	1,737	64,204.93			80	12,899.44	80	12,899.44	1,817	77,104.38
Pittsburg, Pa.	2,170	117,915.50			68	13,220.52	68	13,220.52	2,238	131,136.02
Providence, R. I.	12,596	318,543.01			1,611	142,947.08	1,611	142,947.08	14,207	461,490.09
Pueblo, Colo.	122	4,500.28			8	965.00	8	965.00	130	5,465.28
St. Louis, Mo.	31	1,130.26			4	547.35	4	547.35	35	1,677.60
San Francisco, Cal.	3,585	175,233.03	9	11,105.93	17	5,628.21	26	16,724.14	3,611	191,957.17
Schenectady, N. Y.	8,188	5,550.68							8,188	5,550.68
Schenectady, N. Y.	7,110	271,520.98			673	74,502.58	673	74,502.58	7,783	346,023.48
Syracuse, N. Y.	643	28,131.29			30	10,551.31	50	10,551.31	693	38,682.60
Syracuse, N. Y.	217	7,537.50							218	7,762.33
Thomas, W. Va.	681	17,687.29			28	2,567.87	28	2,567.87	719	20,255.16
Utica, N. Y.	332	17,018.74			77	8,862.28	77	8,862.28	409	25,911.02
Youngstown, Ohio.										
Total.....	70,806	2,413,761.06	612	59,172.41	5,676	820,995.45	6,288	880,167.86	77,094	3,293,928.90

^a Computed on the basis of 1 lira equaling 19.3 cents.

In 1907 this bank received 19,505,922.54 lire (about \$3,765,000) for distribution to families alone.^a In 1906 it received from Italians in the United States 67,624 remittances for a total of 18,440,645.23 lire (about \$3,560,000) out of an aggregate of 125,515 remittances for 38,181,484.14 lire (\$7,370,000) received from Italian immigrants everywhere.^b

Outside of New York City there are a number of large financial concerns with direct connections abroad, which make a practice of handling immigrant remittances. Typical among these is a bank in Pennsylvania, which sent abroad on account of its immigrant customers and correspondents sums as follows: In 1907, \$9,740,000; in 1908, \$5,315,000; in the first six months of 1909, \$2,404,000. These amounts, according to the manager of the bank's foreign department, were transmitted mainly for the payment of debt and for the support of families. A very small part of the bank's transmissions are for deposit as savings. The foreign remittances of this bank, according to the countries for which they were destined, are shown in the following table:

TABLE 17.—*Remittances abroad for immigrants by a Pennsylvania bank, by country to which sent, January 1, 1907, to June 30, 1909.*

Country.	1907.	1908.	January 1 to June 30, 1909.
Austria.....	\$6,480,000	\$3,080,000	\$1,308,000
Italy.....	2,320,000	1,000,000	400,000
Russia.....	650,000	375,000	96,000
China.....	290,000	860,000	600,000
Greece.....			
Syria.....			
Total.....	9,740,000	5,315,000	2,404,000

CHINESE REMITTANCES.

Because of the widespread use of postal remittances^c by the European races, it was found possible by the banks through which such remittances are made to determine what part of the money sent to Europe by them was immigrant money. The Chinese, however, have no facilities for remitting by money orders payable through post-offices, and therefore, in making remittances home, they purchase drafts, either directly or through their merchants. Inasmuch as Chinese merchants are importers to a certain extent, a separation of drafts into those on account of imports and those on account of immigrant remittances was found to be an almost impossible task. Moreover, only by chance could there be determined the purpose of a draft, even when purchased directly by an immigrant. The separation of drafts sold through correspondents is even more impracticable.

^a Report of Bank of Naples, 1908, p. 44.

^b Report of the Italian Commissioner-General of Immigration for 1907, p. 145 et seq.

^c This term should not be confused with remittances by international postal money order. As will be shown in later sections, the latter is a technical phrase applying to transmissions abroad, the ultimate payment of which is effected through foreign post-offices.

However, the four international banks from which the bulk of Chinese drafts are purchased furnished figures showing the total drawings on Hongkong on account of Chinese merchants and immigrants. For three of these banks these totals are as follows: \$9,135,754 in 1907, \$10,746,859 in 1908, and \$4,495,351 during the first six months of 1909. The figures for two of the banks include drafts sold through their San Francisco offices, while those of the third are for sales originating east of the Rocky Mountains only. A fourth bank sold to Chinamen, in 1907, drafts for \$574,002 and in 1908 for \$833,873. After a careful scrutiny of the names appearing on its records, one bank was able to furnish statistics indicating that of the sales made over its counters in 1907, 19 per cent were apparently for savings of Chinese remitted to China. In 1908, 36 per cent were for this purpose, and in 1909, 28 per cent.

For similar reasons it is very difficult to estimate how much money is sent home through banks by Greeks, Syrians, and Turks. Such remittances are made by draft and can not be distinguished from commercial payments.

ITALIAN REMITTANCES.

Because of the large number of Italians in this country, and because of the great predominance of bankers of that race, an estimate of the amount of money sent abroad by Italian immigrants is valuable. A prominent Italian banker of New York City is responsible for the following estimate of money forwarded by Italian immigrants to their families: In 1907, about \$80,600,000; in 1908, about \$64,000,000; and in the first six months of 1909, about \$37,400,000. This estimate, according to the transmitting agencies denoted by the informant, is here submitted.

TABLE 18.—*Estimate of remittances abroad to families by Italian immigrants by transmitting agency, January 1, 1907, to June 30, 1909.^a*

Transmitting agency.	1907.	1908.	January 1 to June 30, 1909.	Total.
Banco di Napoli.....	\$4,600,000	\$4,000,000	\$2,400,000	\$11,000,000
Credito Italiano.....	20,000,000	17,000,000	10,000,000	47,000,000
Banco Commerciale.....	18,000,000	15,000,000	8,000,000	41,000,000
American Express Co.....	10,000,000	7,000,000	4,000,000	21,000,000
New York post-office.....	8,000,000	6,000,000	4,000,000	18,000,000
Other agencies.....	20,000,000	15,000,000	9,000,000	44,000,000
Total.....	80,600,000	64,000,000	37,400,000	182,000,000

^a This estimate was made in Italian lire. In reducing it to dollars a value of 20 cents was placed upon the lira.

To these sums the informant added \$12,000,000 in 1907, \$12,000,000 in 1908, and \$8,000,000 in the first six months of 1909, sent abroad for deposit in the Italian postal savings banks or other banks.^a This

^a This banker himself sent abroad on behalf of immigrants \$5,100,000 in 1907, \$3,000,000 in 1908, and \$2,000,000 during the first six months of 1909. A large part of this came from his several hundred correspondents whom he furnishes with facilities for transmission through a leading bank in Italy.

makes a total of \$92,600,000 for 1907, \$76,000,000 for 1908, and \$45,400,000 for the first six months of 1909, or an aggregate of \$214,000,000 for the two and one-half years, during which time occurred the financial depression when thousands of Italians who had been accustomed to make remittances abroad returned home. It will be noted that remittances abroad for distribution among families fell off considerably in 1908, but that remittances for deposit abroad remained steady. This is probably accounted for by the fact that the Italians became alarmed at the excessive number of failures among immigrant bankers consequent upon the panic, and increased their holdings abroad to the decrease of their deposits in this country.

Among the remittances in the foregoing estimate classified under "All other sources," may be mentioned the following from a leading Italian banker in New York City: \$11,444,867.83 for 1906, \$11,066,514.23 for 1907, \$8,567,630.37 for 1908, and \$3,592,825.74 for the first six months of 1909. These totals include, in addition to money orders, drafts on Italy and cable transfers, most of which may be considered as immigrant money, for the reason that the bulk of the firm's exchange is sold to smaller Italian banks in various immigrant communities. In the table below the remittances of this house are shown, by method of transmitting.

TABLE 19.—*Remittances to Italy through an Italian bank, by method of transmitting, January 1, 1906, to June 30, 1909.*

Method of transmitting.	1906.	1907.	1908.	January 1 to June 30, 1909.
Money orders.....	\$2,107,686.05	\$2,344,386.89	\$1,430,231.47	\$560,632.51
Drafts.....	5,057,022.54	5,197,681.19	4,974,711.80	2,423,304.28
Cable transfers.....	4,280,159.24	3,524,446.15	2,162,687.10	608,888.95
Total.....	11,444,867.83	11,066,514.23	8,667,630.37	3,592,825.74

This bank reported Italian currency exchanged as follows: \$1,747,069.71 in 1906, \$1,391,990.24 in 1907, \$595,524.83 in 1908, and \$376,352.44 in the first six months of 1909.^a

AUSTRO-HUNGARIAN REMITTANCES.

An official of the Bohemian Union Bank at Prague, Austria, furnished to the Commission an estimate of \$38,700,000 as money remitted home by immigrants in the United States through all banks in Austria for the period from 1892 to 1902. Statistics for all banks later than 1902 could not be furnished, but the informant stated that his own bank alone received \$5,000,000 in 1905 and \$6,000,000 in 1906. He stated that remittances passing through his bank could be divided as follows: One-third to Bohemia, one-third to Galicia, and one-third to Croatia and Hungary. The figures submitted by this informant are shown in the following table:

this informant are shown in the table following:

^a Compare with Table 7, on p. 257.

TABLE 20.—*Remittances by immigrants through all banks in Austria, 1892 to 1902.*

Year.	Amount.	Year.	Amount.
1892.....	\$1,300,000	1899.....	\$3,150,000
1893.....	2,950,000	1900.....	5,250,000
1894.....	1,300,000	1901.....	6,000,000
1895.....	2,000,000	1902.....	9,000,000
1896.....	2,900,000		
1897.....	2,100,000	Total.....	38,700,000
1898.....	2,750,000		

The following table is an official estimate of the total amount of money sent by immigrants to Austria-Hungary during the period 1893 to 1903:

TABLE 21.—*Money sent to Austria-Hungary by immigrants through banks, 1902 and 1903, and for period 1893 to 1903.*

[From Statistische Monatschrift, 1905, p. 364.]

Country and bank.	1902.	1903.	1893 to 1903.
Austria:			
Through Austro-Hungarian banks.....	\$8,750,000	\$11,200,000	} \$50,750,000
Through American banks.....	3,500,000	4,260,000	
Total.....	12,250,000	15,460,000	50,750,000
Hungary:			
Through Austro-Hungarian banks.....	9,550,000	11,030,000	} 44,660,000
Through American banks.....	6,250,000	6,300,000	
Total.....	15,800,000	17,330,000	44,660,000
Total remittances to Austria-Hungary.....	28,050,000	32,790,000	95,410,000

Most of this money came from immigrants in the United States. The above estimates do not include the amounts sent through the post-office,^a nor the large sums carried home by immigrants. During the period 1904-1907 the volume of these remittances from the United States would be much greater. For instance, in 1907 two American banks alone sent \$21,609,343.43 to Austria-Hungary.

The immigrants of the Austro-Hungarian and Italian races are by far the heaviest remitters, and these figures for Austria-Hungary, together with those for Italy, indicate in a general way the enormous volume of money which pours out of this country into southern Europe.

IRISH REMITTANCES.

The British postmaster-general estimated that in 1906 there was remitted through the post-office alone to Ireland, by Irish immigrants in the United States, £800,000 (approximately \$4,000,000). Statistics from 8 out of 9 large American banking houses show £1,075,375 remitted to Ireland through them during the same year. Estimating an equal share to the ninth, it would make about £1,200,000, or

^a Table 22, p. 275.

\$6,000,000, sent to Ireland through banks. This makes \$10,000,000 remitted by Irish immigrants during the year 1906 through the post-office and banks.^a

GREEK REMITTANCES.

The Greek minister of the interior estimated for the Commission that 40,000,000 francs (about \$8,000,000) a year was sent back to Greece, of which three-fifths, or about \$4,800,000, was from America. This money, he affirmed, was being sent back by Greeks to pay off their old debts and mortgages. He stated that the chief business at that time of the notary in his own province was the cancellation of mortgages.

INTERNATIONAL POSTAL MONEY ORDERS.

There is apparently a growing tendency on the part of immigrant laborers to send their savings abroad by means of international postal money orders. On the next page is a statement, compiled from the reports of the Auditor for the United States Post-Office Department, showing the value of international money orders issued in the United States and paid in foreign countries during the period 1900 to 1909.

^a The Statist, Apr. 6, 1907, p. 686.

TABLE 22.—Value of international money orders issued in the United States and paid in foreign countries during the period 1900 to 1909, by year and by country to which sent.

[Compiled from reports of the Auditor for the United States Post-Office Department.]

Country.	Fiscal year ending June 30—										Total for 1900 to 1909.	
	1900.	1901.	1902.	1903.	1904.	1905.	1906.	1907.	1908.	1909.		
Europe:												
Austria.....	\$1,939,154.16	\$1,325,808.05	\$1,851,335.71	\$2,677,108.66	\$3,300,695.43	\$3,676,878.66	\$5,370,078.92	\$7,608,635.36	\$7,805,631.61	\$6,653,579.11	\$41,208,905.67	
Belgium.....	151,081.17	194,912.39	223,754.93	308,836.68	335,820.15	372,661.03	513,739.91	751,243.75	789,248.59	644,506.30	4,283,804.20	
Denmark.....	218,192.06	293,569.13	376,015.93	305,630.82	355,039.71	357,542.58	471,123.82	576,440.42	609,555.21	544,117.80	3,974,227.48	
France.....	480,439.67	645,790.29	620,136.28	737,831.33	846,212.39	921,719.41	1,041,620.99	1,285,375.93	1,514,453.33	1,235,851.08	9,271,629.00	
Germany.....	2,562,852.92	2,659,740.68	2,887,442.01	3,271,870.30	3,441,933.33	3,442,923.72	3,784,634.62	4,134,523.24	4,344,768.50	4,136,370.93	34,638,012.38	
Great Britain.....	5,166,289.28	5,453,344.34	5,898,185.45	6,382,245.31	7,078,287.77	7,908,652.34	9,590,478.64	11,583,028.54	12,411,887.79	11,517,563.67	82,706,181.17	
Greece.....	556,241.43	982,590.34	1,685,760.42	2,728,303.52	3,022,423.72	3,556,072.29	6,108,332.89	8,765,356.30	8,010,017.87	2,219,287.08	77,681,553.82	
Hungary.....	1,140,455.40	1,513,861.19	2,462,500.65	5,078,527.88	8,526,366.10	9,348,543.47	13,443,486.69	18,986,519.61	21,282,938.57	16,575,080.39	42,133,966.62	
Italy.....	17,377.28	19,441.02	17,072.62	26,656.32	25,346.06	28,276.70	34,688.28	39,605.86	43,605.42	37,270.77	289,340.34	
Luxemburg.....	60,016.76	69,344.87	77,110.04	80,687.04	98,623.51	123,266.41	163,405.56	229,793.32	280,330.28	284,478.96	1,446,070.75	
Netherlands.....	635,203.29	701,739.92	840,271.16	1,154,001.51	1,461,327.54	1,635,011.24	2,153,454.11	2,889,028.13	3,021,042.40	2,440,010.78	16,980,090.08	
Norway.....	6,277.57	8,301.62	11,841.88	33,134.67	86,642.52	11,046.93	11,882.95	21,066.54	25,831.77	6,452,246.17	282,522.11	
Portugal.....	124,315.21	1,100,113.11	1,884,643.39	2,775,524.27	3,580,725.46	4,607,941.88	5,533.00	7,230,853.69	7,818,483.94	6,452,246.17	41,920,380.12	
Russia.....	1,016,673.07	1,728,943.70	1,973,667.08	2,533,700.90	2,752,184.08	2,714,353.72	3,285,084.48	3,902,411.45	4,018,270.28	3,337,128.87	27,858,463.63	
Sweden.....	3,308,848.87	4,042,260.57	4,778,427.45	5,583,922.84	6,336,385.53	6,777,827.25	7,271,856.97	8,984,887.42	8,852,327.41	7,784,809.36	67,284,623.67	
Switzerland.....	13,983,378.15	16,929,761.22	21,938,019.70	28,668,611.95	35,810,016.91	39,605,175.04	53,443,814.20	70,916,639.09	75,271,911.25	63,478,655.48	419,287,982.99	
Canada a.....	1,869,985.39	1,969,096.64	2,938,986.90	3,871,369.34	4,262,562.62	4,505,653.57	5,227,639.21	6,546,187.00	6,618,187.00	6,598,978.68	42,637,264.95	
Central America c.....	1,534.37	1,415.25	1,415.25	1,460.82	2,059.87	881.02	4,122.43	2,312.00	37,650.61	58,569.65	131,166.97	
China.....	9,005.76	8,476.32	11,933.44	13,022.44	15,895.28	18,628.67	17,055.05	19,879.60	17,554.61	19,160.37	145,611.54	
Japan.....	596,184.56	737,394.10	1,208,440.75	1,579,550.14	1,727,660.63	1,913,062.86	2,761,942.07	4,305,012.74	4,636,004.01	4,120,207.17	23,657,453.43	
Mexico.....	18,719.80	74,454.09	108,427.54	180,301.54	246,610.55	313,983.76	672,543.07	1,305,260.89	1,636,904.01	1,815,113.78	5,961,584.70	
South America c.....	3,479.39	3,975.81	5,957.82	9,412.71	12,950.23	15,337.81	19,952.65	29,577.72	31,590.79	34,500.58	166,754.71	
West Indies c d.....	163,202.28	206,228.06	283,738.86	305,306.50	406,510.96	433,904.85	456,439.94	825,829.64	1,041,863.37	1,172,177.32	5,295,190.48	
All others.....	93,819.73	93,194.20	108,554.89	132,616.65	139,780.14	153,950.49	166,925.47	261,215.94	277,625.86	250,408.92	1,678,092.29	
Grand total.....	16,679,181.43	20,023,738.59	25,857,425.24	34,761,651.79	42,624,047.19	46,955,608.07	62,780,434.49	83,711,584.63	89,139,286.68	76,437,772.95	498,971,031.06	

a Including Newfoundland.

b Issued on domestic basis.

c Including some countries on which orders have been issued on the domestic basis since 1907.

d Including Cuba.

The preceding table shows an aggregate of nearly \$500,000,000 of orders issued during the ten-year period. Of this great sum the following amounts were sent to the countries of Europe during the fiscal years named; In 1906, \$53,443,814.20; in 1907, \$70,916,609.09; in 1908, \$75,271,911.25; and in 1909, \$63,478,655.48. It is believed that fully 90 per cent of these orders are purchased by immigrant laborers. In the report of the Auditor for the Post-Office Department for 1909 (p. 17) there is shown an aggregate of \$640,640,817.62 in international money orders issued here and payable in foreign countries during the twenty years ending June 30, 1909. This amount is \$431,956,623.85 in excess of orders issued in foreign countries and payable in the United States. Concerning this, the auditor has the following to say in his report for 1909 (p. 18):

Of this immense sum, \$344,939,208.87, or about 80 per cent, found lodgment in six countries of Europe; that is, Austria, Great Britain, Hungary, Italy, Norway, and Russia, and evidently represents the surplus earnings of foreign labor employed in the gigantic industrial and commercial business of the country. In transferring their savings from the United States to their home countries, these foreign workmen prefer to make use of money orders rather than checks and drafts of banks. This is probably due to their lack of confidence in the safety and security of private banking institutions, and the further fact that they are without the facilities for ascertaining information that would be satisfactory to themselves as to the financial standing of our banks and bankers.

GENERAL ESTIMATE OF AMOUNT SENT ABROAD IN 1907 BY IMMIGRANTS.

Even with the material at hand, an attempt at estimating the total sum sent out of this country is at best an uncertain undertaking. Prior to the recent panic, this sum assumed enormous proportions, probably reaching its highest point in the year 1907. Based upon actual figures obtained from reliable sources, it is safe to say that \$275,000,000 was sent abroad by immigrants in that year. Over \$200,000,000 of this sum is accounted for in the figures of various banks and the Post-Office Department already presented. Although any division of this amount according to the countries for which it was destined would of necessity be an arbitrary one, it is nevertheless thought that the following table, based partially on the estimates and statistics given above and partially on other material at hand, is a fairly close approximation of the amount of money sent abroad by immigrants in 1907.

TABLE 23.—*Remittances abroad by immigrants in the United States, by country to which sent, for year 1907.*

Country.	Amount.
Italy.....	\$85,000,000
Austria-Hungary.....	75,000,000
Russia (including Finland).....	25,000,000
Great Britain.....	25,000,000
Norway, Sweden, and Denmark.....	25,000,000
Germany.....	15,000,000
Greece.....	5,000,000
Balkan States.....	5,000,000
Japan.....	5,000,000
China.....	5,000,000
Other countries.....	5,000,000
Total.....	275,000,000

This is an estimate of the amount of money sent home by immigrants, and consequently does not take into account the large sums carried abroad by returning immigrants. It is meant to cover conservatively only remittances made through the post-office by international money orders through immigrant banks, by money orders of large metropolitan banking houses and express companies, or by drafts direct on foreign banks; through foreign banks directly by means of general agencies in this country; and through American banking houses with foreign departments or other mediums of selling exchange directly to the immigrant. The considerable sums sent through consular offices, charitable and other associations, except where included in one of the above groups, are not taken into account, nor are the comparatively small amounts sent in currency through the mails.

The year 1907 was chosen for making this estimate, because both 1908 and 1909 were materially affected by the industrial depression. As a matter of fact, the foreign exchange business among immigrant bankers was very much demoralized during 1908, and the total remitted during that year was considerably less than in 1907. In 1908 thousands of immigrants returned home or were forced to withdraw their savings abroad instead of adding to them.

AVERAGE AMOUNT OF REMITTANCES.

Although the total amount of money sent abroad by immigrants is large, it is an interesting fact that individual transmissions are comparatively small. The following table shows the total amount and number and average amount of the remittances made by 16 small bankers during the first part of 1909,^a according to the races of the bankers and their patrons:

TABLE 24.—Total amount, number, and average amount of remittances (money orders) sent abroad during part of 1909 by 16 immigrant bankers, by race of proprietor and patrons.

Race of proprietor.	Number of banks.	Race of principal patrons.	Total amount.	Number.	Average amount.
Bulgarian.....	1	Bulgarian.....	\$8,242.00	120	\$68.68
Croatian.....	4	Croatian.....	16,093.94	381	42.24
Greek.....	1	Greek.....	11,127.90	297	37.47
Hebrew.....	2	Croatian, Slovak, Magyar, Polish.....	5,088.41	171	33.27
Italian.....	2	Italian.....	12,441.53	438	28.41
Magyar.....	4	Magyar.....	29,068.18	960	30.28
Polish.....	2	Polish, Croatian.....	17,355.63	476	36.46
Total.....	16	.....	100,017.59	2,843	35.18

While these 16 bankers transmitted an aggregate of \$100,017.59, the average remittance was only \$35.18.

The table following shows the total amount, number, and average amount of the remittances which were transmitted abroad in 1909,

^a These figures were obtained at different times during the year, but for the most part are for transmissions during the first six months of the year.

largely on behalf of immigrant correspondent banks, by a certain large banking concern:

TABLE 25.—*Total amount, number, and average amount of remittances abroad through one banking concern, by country to which sent, for year 1909.*

Country.	Total amount.	Number.	Average amount.
Austria-Hungary.....	\$3,324,867.77	88,583	\$37.53
Belgium.....	5,980.52	136	43.97
China.....	2,288.24	9	254.25
Denmark.....	17,184.33	640	26.85
Finland.....	138,609.62	4,830	28.70
France.....	169,427.14	1,069	158.49
Germany.....	84,392.58	3,800	22.34
Great Britain.....	47,749.40	1,365	34.98
Greece.....	2,837.12	38	74.66
Italy.....	3,807,648.88	248,346	35.47
Netherlands.....	4,522.20	192	23.55
Norway.....	80,128.81	2,692	29.77
Russia.....	2,713,927.00	94,486	28.72
Sweden.....	191,898.04	7,668	25.03
Total.....	15,591,961.65	453,854	34.35

It should be noted that the average remittances to the three countries which receive 95 per cent of the total amount sent are \$37.53 for Austria-Hungary, \$35.47 for Italy, and \$28.72 for Russia, the average for all the countries being \$34.35. The next table shows the average amount of remittances through the Bank of Naples to Italian families during the years 1906, 1907, and 1908:

TABLE 26.—*Total amount, number, and average amount of remittances made to families in Italy by Italians in the United States, through the Bank of Naples, 1906 to 1908.*

[Compiled from report of the director-general of the Bank of Naples for 1908, p. 44, and report of the Italian Commissioner-General of Immigration for 1907, p. 145 et seq.]

Year.	Total amount.	Number.	Average amount.	Average amount.
	<i>Lira.</i>		<i>Lira.</i>	<i>Dollars.^a</i>
1906.....	11,865,774.08	64,973	183	35.32
1907.....	19,505,922.54	107,201	182	35.13
1908.....	12,506,533.99	70,806	177	34.16

^aA gold value of 19.3 cents is placed upon the lira.

This table includes only the sums received by the Bank of Naples from its direct correspondents in the United States for the purpose of distribution to families of Italian immigrants, and does not include the amounts received for deposit. The average of these latter sums is always much larger than that of those intended for distribution. For instance, in 1908 the average remittance for deposit received by this bank was \$120.43. Whether intended for the support of families or for deposit as savings, these remittances come from a class which can ill afford any loss in their transmission. While the aggregate is stupendous, the average individual transmis-

sion is comparatively inconsiderable, and although the amount handled by any one immigrant banker may be small, yet through the hundreds of bankers in existence there pass millions of dollars, representing the hard-earned savings of hundreds of thousands of laborers.

The average remittance passing through the hands of the immigrant banker may be compared with the average international postal money order. In the table on the next page, compiled from the reports of the Auditor for the Post-Office Department, are shown the total amount, number, and average amount of orders issued in the United States during the period 1906 to 1909, and paid in foreign countries, as specified. It will be seen that the average order paid in Europe during this period was \$21.24 in 1906, \$23.62 in 1907, \$25.33 in 1908, and \$21.26 in 1909.

TABLE 27.—Total amount, number, and average amount of international money orders issued in the United States and paid in foreign countries during the years 1906, 1907, 1908, and 1909, by country to which sent.

[Compiled from reports of the Auditor for the United States Post-Office Department.]

Country.	Fiscal year ending June 30—											
	1906.			1907.			1908.			1909.		
	Total amount.	Number.	Average amount.	Total amount.	Number.	Average amount.	Total amount.	Number.	Average amount.	Total amount.	Number.	Average amount.
Europe:												
Austria.....	\$5,370,978.92	199,476	\$26.92	\$7,608,635.36	249,477	\$30.50	\$7,805,631.61	259,064	\$30.13	\$6,653,579.11	257,869	\$25.80
Belgium.....	513,739.81	20,800	24.70	751,243.75	29,133	25.79	789,248.69	28,859	27.35	644,506.00	26,445	24.37
Denmark.....	471,829.82	29,266	16.10	576,440.42	34,083	16.91	609,555.21	33,823	18.02	845,117.80	43,433	19.27
France.....	1,061,829.26	62,805	16.91	1,985,375.93	74,139	17.34	1,514,533.53	80,289	18.89	1,255,851.08	74,594	16.84
Germany.....	3,784,634.62	259,094	14.58	4,134,928.24	272,584	15.17	4,344,768.58	270,541	16.07	4,136,333.93	270,487	15.29
Great Britain.....	9,398,478.84	721,905	13.02	2,099,843.55	847,440	13.67	12,411,367.79	780,939	15.89	11,517,563.67	869,936	13.24
Greece.....	6,560,258.87	17,391	38.96	2,099,843.55	49,351	42.58	2,358,010.28	53,201	44.32	2,219,297.09	54,300	40.86
Hungary.....	6,108,332.89	183,716	33.25	8,705,356.30	239,897	36.50	8,010,017.87	226,056	35.43	6,609,798.84	211,418	31.26
Italy.....	13,443,486.69	344,962	38.97	18,986,519.61	499,795	41.29	21,262,938.57	468,564	43.58	16,575,080.39	464,808	35.66
Luxembourg.....	34,688.28	1,278	27.14	39,605.86	1,373	28.85	43,606.42	1,477	29.52	37,270.77	1,356	27.49
Netherlands.....	163,405.96	12,292	13.29	229,799.32	15,292	15.03	280,338.28	22,031	12.72	254,478.96	18,421	13.81
Norway.....	2,159,454.11	96,949	21.76	2,888,028.13	122,718	23.53	3,021,042.40	122,590	24.64	2,440,010.78	110,967	21.99
Portugal.....	11,982.95	757	15.70	21,056.54	1,608	13.09	25,831.77	1,351	19.12	16,505.66	935	17.65
Russia.....	6,265,533.69	344,904	18.17	7,230,853.69	369,915	19.55	7,898,483.94	376,844	20.96	6,452,246.17	371,967	17.35
Sweden.....	3,285,084.48	168,749	19.47	3,902,411.45	183,350	21.28	4,014,270.28	176,390	22.76	3,337,128.87	168,584	19.79
Switzerland.....	727,556.97	48,955	14.87	824,887.42	52,198	15.80	852,327.41	50,099	17.01	784,899.36	49,939	15.72
Total.....	53,443,814.20	2,515,999	21.24	70,916,609.09	3,002,323	23.62	75,271,911.25	2,971,818	25.33	63,478,655.48	2,985,478	21.26
Canada.....	5,237,639.21	372,378	14.07	5,805,187.01	401,854	14.45	6,187,986.50	407,458	15.19	5,988,979.68	424,175	14.12
China.....	17,055.05	657	25.96	19,879.62	745	26.68	17,554.61	752	23.34	19,160.37	731	26.20
Japan.....	2,761,942.47	79,772	34.62	4,436,012.74	119,361	38.12	4,636,994.01	126,886	36.54	4,120,207.17	122,804	33.55
Mexico.....	672,543.07	30,215	22.26	1,395,260.89	51,234	27.23	1,636,109.68	60,663	26.97	1,315,113.78	60,363	21.78
Grand total.....	62,132,994.00	2,998,921	20.72	82,572,949.33	3,572,517	23.11	87,760,556.05	3,567,577	24.60	74,922,116.48	3,593,803	20.85

* Includes Newfoundland.

METHODS OF TRANSMISSION.

It is now of advantage to study the methods by which sums of money are transmitted abroad by immigrant bankers. Although the process by which these sums are actually exchanged abroad does not differ from the usual manner of exchange, the nature of these remittances is such as to demand special facilities in their collection here and in their ultimate distribution abroad. In the first place, as has been pointed out, the peculiarly intimate relations existing between the immigrant laborer and certain leaders of his race cause him to bring to such leaders his savings for safe-keeping or for transmission abroad. By virtue of this fact these men become his bankers, although individually they are, in many cases, without financial responsibility or adequate equipment or facilities for carrying out the obligation imposed. In the second place, it is safe to say that a majority of the sums ordered to be transmitted are intended for towns and villages in Europe without banking facilities other than the government postal savings banks. Consequently, the demand of the immigrant banker for means by which he might expedite the transmission of funds left with him without the institution of clearing arrangements for the prompt delivery and correct distribution of these funds abroad, has given rise to a system whereby certain leading American corporations with comprehensive foreign connections have extended to the immigrant banker facilities for the payment of these remittances without necessitating on his part the maintenance abroad of balances or clearing reserves.

It is thought that at least 75 per cent of the remittances abroad in 1907, aside from transmissions through the Post-Office Department, were made through the medium of immigrant banks. Figures that have been presented show that at least \$125,000,000 of the amount originating among immigrant bankers was sent by means of money orders through certain leading banking houses and steamship and express companies.

Books of these money orders are furnished immigrant bankers upon application. Each order usually consists of a stub to be retained by the correspondent as a record, an advice or direction slip to be returned to the banking house, an advice slip to be sent to the payee, and a receipt for the purchaser, better termed the sender. A copy of a complete form in common use is submitted herewith.

Form of money-order blank used by immigrant banks remitting through larger banks.

<p>(1) No. ....190.</p> <p>Date..... at.....</p> <p>Received from..... dollars.</p> <p>Residence.....</p> <p>For remittance to.....</p> <p>Residence.....</p>	<p>(2) Banker. Steamship Agent. Notary Public.</p> <p>Sends money direct to Europe and with absolute safety.</p> <p>142 Steelton Ave., O.</p> <p>Money Order No.</p> <p>To be sent to..... Bank.</p> <p>New York.</p> <p>.....190.</p> <p>{Give full address, naming street and city, county, } {State, etc. Write plainly. }</p> <p>Residence.....</p> <p>Foreign currency.....</p> <p>(Signature).....</p> <p>Rate..... \$.....</p> <p>Postage fee..... \$.....</p>	<p>(3) No. ....190.</p> <p>Received from..... at.....</p> <p>For..... (foreign currency)</p> <p>To be remitted to.....</p> <p>in.....</p> <p>\$..... (Signature)</p>
<p>142 Steelton Ave., O.</p> <p>Sends money direct to Europe with absolute safety.</p> <p>Agent for all leading steamship lines.</p> <p>Notary Public.</p> <p>Banker. Court Interpreter.</p>		
<p>(4) This slip to be forwarded to payee abroad properly filled in.</p> <p>No. Amount of foreign currency.....</p> <p>English.—Should you not have received the money within 10 days after receipt of this slip, then write your name and address on the back and send it to.....</p> <p>Place and date.....</p> <p>of issue....., O., U. S. A.....190.. Per.....</p>		

NOTE.—Part 1 of this form is the stub retained by the immigrant banker; part 2 is the advice slip forwarded by the immigrant banker to the transmitting bank; part 3 is the receipt given the purchaser of the order, and part 4 the advice slip sent to the payee. On part 4 similar instructions in various languages follow those in English.

The advice to the payee, omitted from some forms, is usually forwarded by the immigrant banker. When the advice for the payee is omitted, the purchaser is depended upon to notify the party for whom the money is intended. Frequently instead of forwarding for each individual order the advice slip intended for the banking house, correspondents make up advice sheets containing directions for a number of orders during a given period. A remittance accompanies each advice sheet. Sometimes the correspondent maintains a small balance with the banking house through which transmission is made, in which case the remittance need not fully cover the amounts advised in every instance. But no correspondent was found whose advices would be honored unless covered each time by the sum of his remittance and balance. In other words, the immigrant correspondent merely directs that such and such amounts be paid to the specified parties abroad, to accomplish which he must make immediate payment to the transmitting house.

In accordance with these formal instructions, known as "advices," the banking house in turn advises the payment of the special sums abroad, through European banks with which it has established connections. Because of these connections with banks all over Europe, payment can be conveniently and expeditiously advised with reference to the locality of the payee. Some of the larger immigrant banks, in order to facilitate matters, send a duplicate advice sheet directly to the European agents of their banking houses, and for this purpose are provided with a list of these agents. But distribution of the sums specified is not made until the instructions of the banking house are received.

Banking houses furnish their correspondents with daily or weekly cards showing the current rates of exchange. Correspondents often have the rates and blanks of several houses and choose the cheapest.

In Italy, Russia, and Austria-Hungary, as well as in Bulgaria, Servia, Montenegro, and other Balkan states, distribution of immigrant remittances is usually made by postal money order through postal savings banks. In Germany also this is true to a certain extent. Greek, Turkish, Macedonian, and Asiatic remittances are by draft on London, Paris, Hongkong, or other large city. Our chief concern is with money flowing into the first-named group of countries.

Banks in these countries, upon receipt of the advices and instructions, either purchase postal money orders of the designated amounts and mail them to the persons specified or send them registered letters containing the actual amount in currency. For instance, in Austria-Hungary all payments up to 600 kronen (about \$120) are made by postal money order and all over 600 kronen are made in currency by registered letter. The European bank receives the customary postal receipt and forwards it to the immigrant banker. On the outside of registered letters used for this purpose the exact amount of the contents, according to denominations, is indicated. Inasmuch as mail carriers are required to receipt all registered letters, safe delivery is practically guaranteed. Complaint has been made in a number of cases, however, of losses occurring in the final distribution of funds thus transmitted. Both registered letters and those containing money orders may be delivered to the payee by a

system corresponding to our rural free delivery. Postal orders are readily cashed at the nearest postal station. In Germany they may be cashed by the mail carrier.

The time which elapses between the forwarding of the advice sheet by the correspondent and the delivery to him of the postal receipt sent by the European bank is seldom less than a month. It may be much more than that between the date on which the customer turns his remittance over to the correspondent and that on which the purchaser hears from the payee that the money has or has not been received. This is pointed out as showing that a dishonest banker has from forty days to two months in which to collect money before arousing the suspicions of his patrons. On the other hand, some bankers have built up a valuable reputation by turning over to their customers the postal receipt of the European bank within thirty days after the money has been handed to them.

Such, in brief, is the system commonly known as payment by postal remittances which prevails among immigrant bankers remitting through the large banking houses of our greater cities.

The method of ultimate distribution of money received by bankers having their own connections abroad is the same. Orders are advised directly to and paid through these European agents without instructions from any American banking house. Payment covering the orders advised is usually made, however, through one of these houses. New York exchange is not purchased directly, but the immigrant banker sends his check to one of the New York houses with which he deals, and directs that house to issue a draft covering the sum to be transmitted. This remittance is most often in even amounts, sometimes less, sometimes greater, than the total of the orders it is intended to cover. Inasmuch as a balance is usually maintained with the European bank through which the distribution of the orders is to be made, payment of the orders does not necessarily depend upon receipt of the New York draft. However, a limit may be imposed upon the amount of orders that will be paid without full remittance to cover them.

The private form used by bankers employing this more direct method consists of a stub for the proprietor, advice for the European bank, and receipt for the purchaser, or, in some cases, simply of stub and receipt.

This form and the one used by immigrant bankers who transmit through American houses are both open to certain objections. In the first place there is in reality nothing issued which resembles a money order. By reference to the sample form submitted ^a it will be seen that the "purchaser" receives a receipt for his money. This receipt usually states that the specified sum has been received for transmission, and it is signed by the proprietor of the receiving bank. But there is nothing to indicate through what banking house the money has been transmitted; while the name of the house sometimes appears upon the stub retained by the correspondent, and frequently upon the advice to be forwarded to the house, it never appears upon the receipt given by the correspondent to the immigrant "purchaser." Instead this receipt usually contains personal advertising matter which has been added at the request of the correspondent.

Again, the sender has no means of knowing that the money has been paid abroad until notified by the payee or until the banker chooses to send him the postal receipt obtained from the European bank. This is not the receipt of the payee, for such a receipt is obtained only by special arrangement, if desired, in case of payment of debt. Furthermore, the advice slips or sheets sent in to the banking house by the immigrant banker do not contain the name of the individual sender nor the date on which the money was received. Therefore the banking house can not know from whom the money was received, nor how long the correspondent has kept the money before sending it.

RATE OF EXCHANGE.

The rate of exchange offered by correspondents depends upon the rate furnished them by the large banking houses. This is true of those with connections abroad whose orders are covered by means of drafts through New York, as well as those who turn over to the banking houses such funds as they receive for transmission. These rates are submitted to the larger correspondents daily or as the market changes. Less frequent notifications are sent to those whose receipts do not warrant weekly or semiweekly transmissions. In the table below are given the rates of two houses on May 31, 1909, together with the value in United States gold of the various mediums of exchange.

TABLE 28.—Rates of exchange for postal remittances (money orders) offered by 2 New York banking houses on May 31, 1909.

Exchange.	Actual value in United States gold.	Bank No. 1. ^a	Bank No. 2. ^a	Additional postage charges.
Finmarks.....	\$0.193	^b \$19.39	\$19.37	\$0.15
Francs:				
Belgian.....	.193	^b 19.38	19.43	.15
French.....	.193	^b 19.43	19.43	.15
Swiss.....	.193	^b 19.43	19.43	.15
Guilders.....	.402	40.45	40.50	.15
Kronen (Austro-Hungarian, etc.).....	.203	20.39	20.37	.10
Kroner (Scandinavian).....	.268	26.90	26.88	.10
Lire.....	.193	19.30	19.30	.15
Marks.....	.238	23.91	23.90	.10
Rubles.....	.515	51.65	51.60	.15
Pounds sterling.....	4.866½	^b 488.25	^c 488.65	.10

^a Value per 100 units.

^b For foreign checks of \$50 and over.

^c For drafts of 100 to 500 pounds sterling.

As has been stated, many immigrant banks receive the rates of several houses and select the cheapest. To the rate offered them these banks add commissions varying from 1 to 3 per cent or more for small orders, that is, less than \$20, and from one-half of 1 to 2 per cent on larger orders. The average commission realized is from 1 to 2 per cent. The rate is widely different among banks in different parts of the country, and varies even among those in the same locality. In one community immigrant remitters paid from \$20.50 to \$20.75 upon orders of 100 kronen when the quotations for the same period to the immigrant bankers of that community varied only from \$20.35 to \$20.39. One hundred rubles which could be remitted

for \$51.70 to \$51.80 by the local bankers, sold for \$52 to \$52.25 to the immigrant buyers. Some bankers maintain a steady rate despite the market fluctuations, and a few, from time to time, publish rate sheets to which they adhere closely. But as a general rule the immigrant correspondent bases his charge upon the rates offered him by the banking houses, or, as one banker stated, according to the amount the customer is willing to pay. On small orders, postal charges also are usually collected from the purchaser.

For Italian orders a value of 20 cents is usually placed upon the lira, although the rate of cost varies around 19.30. A discount of 1 to 1½ per cent is ordinarily allowed to the purchaser for orders of 100 lire. Sometimes a discount in stamps is given on 50 lire. But below that amount not only is no discount allowed, but the purchaser is usually required to pay all or part of the postal charges.

BOOKKEEPING METHODS.

Nearly all the bankers of Class I,^a and many of Class II,^c keep a book record of money-order sales. The methods followed by a Slovak banker of Class II are illustrative of the money-order bookkeeping employed by many bankers. A complete check is maintained in the following manner: Summary "advice sheets," containing complete information as to the amount, date, and name and address of the payee, are made out in triplicate; the original, bearing also the name and address of the sender, is retained by the bank. These sheets are made up from the stubs of the money-order books, also retained by the bank, and are forwarded twice or three times per week. The checks by which remittances are made to cover these advice sheets state the numbers of the orders covered, and when the canceled checks come in they are filed with the check-book stubs from which they were drawn. Most important is the postal receipt sent to the bank by the European correspondent through whom payment abroad is made. In some cases these receipts are filed alphabetically, and cards are sent out notifying the purchaser that payment abroad has been made. This Slovak banker does not check off the money-order stubs with these receipts, but other bankers do this and then give or send the receipts to the purchasers. Some bankers paste these receipts on the stubs of the orders they cover; others make no use of the receipts, either for filing or checking up, but give them directly to the purchaser or destroy them. One banker was found who filed them according to their numbers, his own number appearing upon them by special arrangement.

It should be remembered that there are hundreds of saloon-keepers, grocers, and other bankers of Class III^e who keep no record of their money-order sales beyond that afforded by the stubs of their money-order books. The only record kept of payment abroad consists of the entries which they make upon the backs of these stubs.

So much for the actual mechanism of transmission and for the relation between the immigrant banker and his customer. Next will be considered the relations existing between the banker and his transmitting house.

^a For classification of banks, see p. 219.

RELATION WITH BANKING HOUSES.

The relation which exists between the immigrant banker and his transmitting house is not a close one. It has been shown in the case of several financial institutions in New York City that, while these concerns supply their immigrant correspondents with their own money-order books, rate cards, and printed forms, they do not regard them as their agents. This is no less true of houses in Pittsburg, Chicago, St. Louis, and probably other large cities. While ostensibly allowing these correspondents to sell their paper, they do not hold them under bond, do not require any reserve or balance, and do not guarantee the payment of their orders until remittances sufficient to cover them have been made. While allowing these immigrant bankers to use their names, standing, and financial integrity as a means of securing business, they assume no responsibility for them and exercise no supervision over them.

Little discretion is exercised by these banking houses in accepting immigrant bankers as correspondents. The representatives of one or two of these houses testified that in most cases references were required of the immigrant banker. While this may be true in some instances, it is known that money-order blanks are often sent to unknown persons upon mail applications only. The apparently indiscriminate manner in which unregulated and irresponsible steamship agents, real-estate agents, saloon keepers, grocers, and boarding bosses are granted the privilege of transmitting money abroad through reputable firms was a matter of more or less general comment in every community in which this investigation was conducted.

A reason for this lack of care is that the banking house itself is fully protected from any loss which may arise out of the dishonesty of its immigrant correspondents. The protection is assured to the bank by two circumstances: (1) The paper which is issued to the immigrant banker is not, in a legal sense, the paper of the banking house, and the purchaser of the order has no evidence of the transaction beyond the personal receipt of the proprietor; (2) the payment of an order is never advised abroad until the issuing bank has covered it with an acceptable remittance.

From the standpoint of the banking houses, which have hundreds and thousands of immigrant correspondents all over the country, it is, perhaps, unreasonable to expect that they should assume what might readily prove to be a ruinous responsibility. But, as the representative of one of these large houses stated, they undoubtedly create a condition of insecurity in even passively allowing irresponsible correspondent banks to use their reputation and financial strength as a means of securing business. Hundreds of these small correspondent banks would be entirely unable to do a foreign-exchange business or even a local banking business, were it not for their connection with one or another of these American houses.

The banking houses under consideration are of reputed strength and integrity. Some of them are among the most important corporations of the financial districts of their respective cities. Doubt as to their honesty or financial status has scarcely been a factor in considering the lack of security afforded the purchasers of their money orders. But the fact remains that the purchaser of one of their

orders is given the benefit of their splendid facilities without the security of their financial strength. Substantially the only guaranty afforded the purchaser is the willingness or ability of the receiving banker to stand behind his signature.

A certain result of the present system is an almost insurmountable difficulty in fixing the responsibility in case of loss or fraud. Payment abroad is practically assured in all cases in which remittance to cover the order is received by the forwarding house, but whether or not such remittance is made rests solely with the immigrant banker. For those desiring to retain the funds, various subterfuges are at hand to explain the delay. The purchaser of the order has no means whatever of fixing the responsibility for its non-delivery, and there is no doubt that advantage is taken of this fact. A Magyar banker, who was hard pressed during the panic and could not answer the demands of his depositors because he had tied up their funds in building and other enterprises, was accused of holding up money left with him for transmission abroad for the purpose of meeting these demands. Instances of strangers coming into a community, offering exceedingly low rates of exchange, collecting large sums, and in a few months absconding, are not at all unusual. There is evidence that even bankers of good repute and long standing in the community sometimes systematically rob their foreign exchange customers. Proceedings against an Italian banker in Cleveland, Ohio, disclosed the fact that for months he had been stealing money left with him for transmission. Not until a week after his quiet disappearance was any general suspicion aroused on the part of his patrons. His records during the two months prior to his departure show a total of \$12,472 received for transmission but not delivered. He left the city on the 18th of June, 1908. A woman, on whose testimony he was afterwards convicted, had left \$120 with him for transmission on April 23. For nearly a month after the time when the payee's acknowledgment should have been received, he had been able to satisfy her queries about the nonpayment. He could, probably, have offered sufficient explanation for an even longer period.

The failure of a well-known Croatian bank in New York, with branches in Chicago and Pittsburg and correspondents all over the country, disclosed the fact that hundreds of thousands of dollars which had been received for transmission had been used in enterprises of a highly speculative nature. In this case the saloon keepers and immigrant bankers who acted as the Croatian banker's agents in receiving these funds were not to blame for his misuse of them. That fact, however, was of little comfort to those who had intrusted their money to his agents. Except as these agents felt obligated to make good the amounts left with them, the creditors received practically nothing. In at least one case, that of a Croatian saloon keeper, such reimbursement was actually made; he paid back to customers from his own funds over \$1,000 which he had sent to the banker for transmission.

These cases are cited to show what can and does happen under a system so devoid of security to the customer.

CHAPTER VI.

SOME REPRESENTATIVE IMMIGRANT BANKS.

In order to illustrate the various features of the immigrant banking system here discussed, detailed descriptions are given below of several banks of the different classes.^a Nearly all these banks have been referred to in other connections, and where such is the case the topic in question will be noted and treated briefly.

IMMIGRANT BANK A.

The first bank to be considered is one of Class III, located in the State of New York, and owned and conducted by two brothers of the Italian race. The brothers are primarily importers and commission merchants, carrying a stock of liquors and operating also a retail grocery. They established this business in 1901. A year later they began to do a banking business in connection. This bank, as well as a steamship agency, labor agency, and postal substation, is located in the office of the grocery store. One of the brothers is himself a contractor on a small scale, and during the year ending August, 1909, furnished through his labor agency about 1,000 men for other contractors. All these different activities, having their headquarters in the office of the store, help to increase the profits of the grocery business. On the other hand, the laborers which the firm itself employs, as well as those sent out for other contractors, together with the customers of the grocery store, become the patrons of the bank and of the foreign-exchange and steamship agency. It would be difficult to find a better example of the intimate association prevailing in the different lines of business followed by bankers of this class.

The firm is not incorporated, but the proprietors have filed a bond in accordance with the New York state law, and possess to this extent authorization for their banking business. Although the term "banca" is displayed on their windows, and although a banking business is done, there is nothing in the financial organization or composition of the concern to indicate that it is a bank. The bank, as such, has scarcely any identity aside from the grocery in connection with which it is conducted. No capital has been invested in the bank, and there is no fund allowed to accrue as a capital account, surplus, or reserve. This is a general condition among banks of this character, although many of them, as in this case, are solvent, the proprietors being possessed of sufficient real property or other resources to cover deposits and money received for transmission abroad. A statement indicating in a general way the assets and liabilities of this concern on the day of examination is submitted on the page following.

^a For classification of banks, see p. 219.

ASSETS.

Real property in partnership	\$9, 500. 00
Real property held separately (including place of business)	10, 600. 00
Cash on hand	100. 00
Cash on deposit with banks (firm)	9, 879. 52
Accounts receivable (firm)	10, 354. 00
Grocery, etc., stock	12, 000. 00
	52, 433. 52

LIABILITIES.

Due to depositors	\$7, 390. 40
Money left for transmission abroad	238. 80
Mortgages:	
Individual	4, 400. 00
Partnership	3, 500. 00
Accounts payable (firm)	5, 000. 00
	20, 529. 20
Balance	31, 904. 32

The manner in which this firm exercises its hold over the customers of its grocery and labor agency as a means of securing patronage for its bank has already been mentioned. These methods, supplemented by advertising and by the added influence given the concern as a postal substation, constitute its chief means of securing business. In the conduct of their grocery the proprietors employ modern business methods, one feature being a daily record showing the exact amount outstanding in credits. But their system of bank bookkeeping is much less complete. No balances or statements are ever drawn. Deposits are kept in checking or interest-bearing accounts with funds accruing from other business, and while a deposit ledger is kept, it is not balanced at regular intervals. To those who signify that their deposits are to be left for a reasonable period and are likely to be augmented from time to time pass books are issued. To those leaving money for short periods ordinary receipts are given. Deposits are not subject to check, but may be withdrawn in person at any time. In order to determine the extent of the firm's foreign-exchange business it was necessary to sum up its advice sheets, inasmuch as no books are kept for that purpose. One of the brothers gives the bank his personal attention, being assisted by the clerks of the grocery store.

On the day of examination the firm held \$7,390.40 in deposits, divided among 72 depositors. These deposits, although seldom allowed to remain for a period longer than one month, are prevailingly left for accumulation against a remittance abroad. No interest is paid upon them by the firm, although it draws 3 per cent on such amounts as can be redeposited in a savings account. Though these deposits are not used in real-estate transactions, and are not tied up in real property nor used for loans, they are utilized in meeting current bills or cash payments as exigencies arise in connection with the conduct of the grocery. In this use no apparent discrimination is made between bank deposits and funds derived from the sale of merchandise. Moreover, in the completion of a small contract which he had undertaken, one of the partners used a considerable part of his depositors' money. In this instance the sum used was replaced within forty days. In other words, the money was simply "borrowed" for that time without interest or security. The informant

made the statement that he might use these deposits more extensively should he decide to take up contracting as a regular business.

The money orders of a bank in Naples, Italy, are sold by this firm through the New York correspondent of the Naples bank. That is to say, the immigrant making a remittance home—described as the “purchaser” of the “money order”—is given a receipt signed by a member of the firm stating that the specified sum has been received for transmission. The payment of these sums is advised, twice weekly, through the New York correspondent to whom the firm makes payment. During the first seven and one-half months of 1909, \$31,840.39 was received for transmission in this manner.

The rate given to the firm by the New York correspondent was about 19.35 per 100 lire. In calculating its own charges, the bank places a valuation of 20 cents upon the lira. But discounts are given on the larger amounts. The following table of orders from \$1 up will indicate what the firm receives:

\$1 to \$10: No discount; purchaser must pay postal fees.

\$10 to \$20: 1 per cent discount; bank pays postal fees.

\$20 to \$50: 1.5 per cent discount.

\$50 to \$100: 1.75 per cent discount.

\$100 and up: 2.5 per cent discount.

For instance, it was shown from the money-order book that \$19.80 was received for an order of 100 lire (1 per cent discount on \$20) and \$97.75 for 500 lire (2.25 per cent discount on \$100).

The firm, as a bank, does not make loans. Small amounts in lire are exchanged from time to time. These the bank secures from the immigrants direct at a discount of 5 per cent, selling them at a discount of 3 per cent—i. e., the bank buys at the rate of 19 and sells at the rate of 19.40, making a profit of 2 per cent.

IMMIGRANT BANK B.

Somewhat more typical of banking concerns of Class III is the business done by a Croatian saloon keeper in Missouri. In this case deposits are received largely as an accommodation which the proprietor extends to his customers. He has a safe in the saloon, and those of his countrymen (for he deals with Croatians exclusively) who know him well or have cause to trust him find it convenient from time to time to leave small sums with him for safe-keeping or for transmission abroad. His chief gain from this informal and friendly arrangement, as he himself asserts, lies in the fact that the accommodation extended serves to increase his saloon trade. Accepting only such deposits as are brought in by his customers, he has shown no disposition to extend his banking business so that it might become more directly remunerative to himself. He does not solicit deposits nor money for transmission, and does not advertise himself as a banker. In short, his banking business is merely subordinate and contributory to his saloon business.

The proprietor, who is the sole owner of the business, began to send money abroad for his patrons twelve years ago, although he has been a saloon keeper, and probably receiving deposits, for a much longer period. He has a dry-goods store elsewhere in the city but no branch banking offices. He is not now a steamship agent, although he formerly represented a second-rate company which is now defunct. His

business is not incorporated, and his banking business is under no supervision or control. Beyond his stocks of liquors and dry goods, he has no capital invested and nothing behind his bank as security. He has, however, real estate, stock, and cash, approximating \$5,000, with no liabilities beyond current bills. His business methods and facilities are of the poorest. At one end of his bar are his safe and desk. These constitute his office and bank. As has been mentioned,^a the only record he has of the amount of deposits on hand is the duplicates of the slips which he issues to each depositor. These are destroyed as the deposits are withdrawn and others are issued upon a renewal of the account. His only records of money orders sold are the stubs in his money-order books. The business receives his personal attention.

On the day of examination, the proprietor held \$1,275 that had been left with him for safe-keeping by 11 depositors. He has sometimes held as much as \$6,000 of this kind of deposits. These sums he ostensibly holds intact in his checking account against withdrawal, so that they may be obtained in part or in toto at any time. Although these deposits are not used for loans or investments, no distinction is made between the proprietor's personal funds and those of his depositors, and he draws upon either indiscriminately in meeting the obligations of his business. He had \$500 on hand in his safe on the day of examination. This amount he claims to keep available at all times to meet any ordinary demands.

During the first six months of 1909, this saloon keeper received \$3,607.89 for transmission abroad. He sells the money orders (postal remittances) of an express company in New York City at a rate barely above cost, except on orders for less than 100 kronen, upon which he makes a fair profit.

IMMIGRANT BANK C.

The third bank to be considered is one of Class II. It is located in a city of Kansas and is conducted by a Bulgarian, who is the sole owner. The bank was established in August, 1908, seven months after the proprietor's arrival in this country. Besides receiving money for safe-keeping and for transmission abroad the proprietor conducts in the same building—which is of two stories—a hotel of fifteen rooms, in connection with which are a restaurant and a pool hall. The proprietor is also a steamship-ticket and labor agent. The office of the "bank" and ticket agency is in a room above the pool hall. Here are located the safe and desk of the banker and the small cabinet of Bulgarian books and novelties which he maintains, but his operations are by no means necessarily confined to this room. He employs no clerks, but desk room is rented to a notary public and real-estate agent. Bulgarians are the chief patrons of the concern, although business is sometimes done with Croatsians, Russians, Roumanians, and Servians.

The bank has no capital, is unincorporated and without legal authorization, and is subject to no supervision or examination. No branches are maintained. The nature of the business is indicated by signs and posters on the front of the establishment. The pool room is

^a See p. 227.

a general loafing place. The proprietor forwards letters and extends other accommodation to men sent out to work. He has some medical knowledge and is of assistance to his patrons in the purchase of drugs and other commodities. To such methods as these the proprietor attributes his success in securing business.

During the first seven months of 1909 this banker handled about 200 men through his labor agency. They were chiefly Bulgarian railroad and rock workers. He had no contract with any company, merely collecting a nominal fee from the men as they were sent out, and he had no direct commissary privileges, although provisions were supplied to the men through associates of his who conduct groceries. In furnishing employment he generally deals directly with the "boss" or head of a gang of laborers. These heads, he believes, usually serve as temporary custodians of the laborers' funds. He represents 10 of the leading steamship lines, and from August, 1908, to July, 1909, sold 53 outgoing tickets to Budapest, Bucharest, and Belgrade, and 7 incoming or "prepaid" tickets.

As indicated, his banking operations consist of the receiving of money for safe-keeping and for transmission abroad. He does not do a money-changing business and makes no loans except a few personal advancements toward the purchase of prepaid steamship tickets. On the day of examination he held \$2,342 that had been deposited with him for safe-keeping. This sum was owned by 30 depositors, principally Bulgarian laborers in the industrial plants of the city or those for whom he had secured employment elsewhere. The banker stated that these sums were largely accumulated against ultimate transmissions abroad. During the first seven months of 1909 he had handled in all about \$20,000 of such accounts. A pass book is issued to each depositor, except where sums are left overnight or for a day or two, in which case no form of receipt is issued. The depositor is also furnished with a secret password, this being done, according to the proprietor, to guarantee the payment of money to the right person when demands are made by depositors out of town. Deposits are not subject to check, but may be withdrawn upon written or verbal request. No interest is paid upon them. For his own record the proprietor keeps a deposit ledger.

The proprietor does not use these deposits for loans or investments although he has in the past "borrowed" from them in the conduct of his other business. He affirms that at present they are of no direct profit to him, because he holds them intact against withdrawal by redepositing them in his local bank, where they draw no interest.

From January 1 to May 10, 1909, the proprietor received \$8,239 for transmission abroad. This sum represented an average remittance of \$68.66. From August, 1908, when the bank was established, to January 1, 1909, about \$12,500 was received for transmission. The banker did not sell the money orders of any foreign exchange house although he had on hand the blanks of two of the houses through which he facilitated payment abroad by means of draft. A great part of his remittances are for deposit in the Bulgarian postal savings banks. Each depositor is supplied with a pass book, which is kept by the postal savings bank and not, as was found to be the case in other instances, by the transmitting banker. A receipt and statement of account is sent by the banker to the depositor at the time

each deposit is made. The depositor can secure his pass book upon arrival in Bulgaria. The banker accomplishes his part of the transaction by sending an advice sheet to the Bulgarian post-office department showing the number of persons remitting (these advice sheets cover the number of remittances received during a given period), dates when deposits were received, amounts received and to be credited, American address of the depositors, and numbers of their pass books. With these sheets he incloses a draft upon his New York exchange house. At the same time he advises the latter of the draft and incloses check on his local bank to cover it.

If the money transmitted is to be paid over to some other party through the Bulgarian postal stations the procedure is as follows: A virtual draft on one of the banker's New York houses is sent to the person who is to receive the money. With the notification which he sends to the New York house the banker incloses a remittance to cover the draft. Forms provided by the Bulgarian post-office department are made out in triplicate. These, covering a certain period, give the amounts of the remittances, names and addresses of the senders, and names and addresses of the payees. One of these is sent to the Bulgarian post-office department, another to the station at which payment is to be made, and a third to the designated European correspondent of the New York banking house, which, in the meantime, has been instructed by the New York house to pay over the specified sum to the postal station in question. Upon the presentation of their drafts at this station the holders can obtain their money. This banker has established a uniform charge of 1 per cent over the rate of the New York house for his services in this capacity.

IMMIGRANT BANK D.

The fourth bank to be considered is located in Pennsylvania and is owned and operated by a German of Hungarian birth. Because of the lack of legal, personal, and financial responsibility, imposed or felt, this bank is placed in Class II, but the nature of its business and the methods employed identify it more closely with the banks of Class I. As a matter of fact, it is one of the few immigrant banks of the better type outside of the city of New York. It is, properly, intermediary between banks of the character of that just described, Immigrant Bank C, and of that immediately following, Immigrant Bank E.

The bank, established in 1892, is unincorporated and individually owned. A branch office is maintained. The bank has no paid-in capital nor funds set aside as a capital account. The proprietor, however, has extensive financial interest, owning a hotel and other real property, as well as stock in a number of coal, distilling, and other manufacturing concerns.

While the proprietor's resources are apparently far in excess of the bank's liabilities, it should be borne in mind that these resources are his personal investments and were not made in the interests of the bank, although arising from the profits thereof, and may not therefore be considered as its assets, except in so far as they are kept intact or can be levied upon in case of failure. Their disposition is in the hands of the proprietor, and their value depends upon his

business acumen. There follows a general statement of these assets and liabilities:

ASSETS.

Loans and discounts.....	\$10, 000
Stocks and bonds.....	40, 000
Furniture and fixtures.....	1, 000
Hotel.....	10, 000
Other real estate.....	11, 000
Cash on hand.....	2, 000
Cash on deposit, local.....	5, 000
Balances abroad.....	15, 000
Total.....	94, 000

LIABILITIES.

Due to depositors.....	20, 000
Mortgages.....	200
Total.....	20, 200
Balance.....	73, 800

Aside from a real-estate and ticket agency, no business other than banking is conducted. During 1908 there were sold 400 outgoing steamship tickets and 100 incoming (prepaid) tickets. Ticket sales in 1908 were described as the poorest in the last twenty years. Between 4,000 and 5,000 were sold in 1907. The proprietor is a notary, and one of his clerks is a Hungarian lawyer, so that much notarial and other legal work is done. A small stock of books and novelties is kept. Although work is secured for men from time to time, and some mail received and forwarded, a labor agency is not conducted. The firm is advertised as a banking exchange, and a general immigrant banking business is done. Races are dealt with, according to the volume of business, in the order named: Slovaks, Croatians, Poles, and Magyars.

When questioned as to the means by which his business had been secured, the proprietor answered, "By hard labor and prompt treatment." The following, however, were also important factors in this respect: Various accommodations to patrons, convenient hours, knowledge of languages, distribution of advertising matter. Solicitors or "runners" are not employed. On the bank building, a pretentious and centrally located one, appear signs in four or five different languages. The family name of the banker had already been well established by an older brother when this proprietor entered the field.

The bank is unusual among those of its class in the excellence of its methods of bookkeeping. As compared with American banks they are somewhat unique. For deposits a "day sheet" is kept, on which are shown the deposits and withdrawals during the day, with a page reference to the account of the depositor in the deposit book to which these entries are transferred at the end of the day. From this deposit book all accounts are posted weekly in a loose-leaf ledger. As an additional check, a slip is made out and retained by the bank with each deposit, and upon a withdrawal the bank obtains a receipt from the drawer; but the entries for each are also made immediately upon the "day sheet."

Each of the bank's clerks, of whom there are two, is provided with a money-order book, the forms of which consist of a "cheque receipt" for the sender, an "advice of cheque" to be sent to the bank's foreign correspondent, and a "cheque memorandum," or stub, to be retained by the bank. The money orders are checked up daily, and each clerk is held responsible for the sum total of the amounts shown on his list. Daily totals are made in a book provided for that purpose. The bank, by registered mail, forwards to its European correspondents separate advices for each order, and files with the stub which is retained the post-office receipt returned by the European banks. These foreign correspondent banks render semiannual statements.

Besides exercising general banking functions, this bank acts as agent in receiving money for deposit in certain European banks. Among these banks are the postal deposit bank of Austria-Hungary, and others in Budapest, Agram, and Belgrade. The bank ordinarily holds from 50 to 100 deposit books for such accounts. These are generally left with it for safe-keeping by the owners. They are forwarded to the banks in Europe each time a deposit is sent and are returned to the banker after the proper entry has been made. In a like manner, accounts of this nature are turned over to him for collection. By maintaining balances abroad, he obviates the necessity of a cash transfer or the issuance of a draft or money order for each remittance, and is therefore able to realize from one-half to 1 per cent on such transactions. No receipts are given for the deposit books in either case. That the deposit be made abroad and the collections paid promptly without misuse of the funds is a matter entirely within the control of the proprietor.

In October, 1909, this banker had \$20,000 that had been deposited with him for safe-keeping, the larger part of this sum representing money left for ultimate transmission abroad. This amount came from 350 depositors, but, excepting a few cases, the average of these deposits did not exceed \$15. Deposits are not used for loans or investments, but are held, presumably always available, in accounts bearing 4 per cent interest. The greatest advantage which the banker derives from these deposits is in using them in balances abroad, thus facilitating his foreign-exchange business. That he held upward of \$60,000 of such deposits prior to the panic (\$45,000 having been withdrawn during that period) denotes a considerable income from this source despite the fact that these deposits are subject to constant withdrawal and, on an average, are not permitted to exist as open accounts for periods much longer than one month. For, of the 4 per cent which he derives from these savings of his patrons, not one cent is returned to them as interest.

The customer's evidence of deposit consists of a pass book. Deposits are not subject to check, withdrawals being made in person at the bank itself. The proprietor states that beyond the existence of an understanding to the effect that deposits are available on demand, he is subject to no restrictions on the part of his depositors as to the use he may make of their funds.

The bank's foreign-exchange business consists of the sale of drafts arising from commercial transactions, few of these drafts being sold to immigrants, and the sale of money orders for immigrant transmissions. Drafts are sold chiefly on banks in London, Budapest, and

Agram, and on others in all parts of the world. These drafts are generally covered by New York exchange through one of the bank's New York correspondents. Approximately \$100,000 worth were sold in 1908, on which was realized a commission varying from one-half to 1 per cent.

An immigrant making a remittance home is not given an actual money order, but is given a receipt for the amount deposited for transmission. For each sum so left, what is known as an "advice" is forwarded to one of the bank's European correspondents. These advices indicate to whom and at what place the sum specified is to be paid. They are sent by registered mail twice a week. A check covering the amount of these remittances is sent by the banker to one of his correspondent banks in New York, with directions that a draft be issued for that amount. The banker has his own forms for these purposes. Upon receipt of the banker's advices the European correspondents distribute the sums as directed through postal money orders or registered letters. The postal receipts thus obtained are forwarded to the banker and filed by him with the stubs, and the sender is notified that the European bank has paid his order.

In 1907 upward of \$200,000 was thus transmitted by this banker, in 1908 about \$200,000, and in 1909 approximately \$225,000. From one-half to 1 per cent commission is realized upon these orders. Most transmissions are for the support of families. The informant estimated that not over 5 per cent of the total amount was for payment of debt.

The bank extends its credit in the way of loans upon first mortgages. In October, 1909, there was outstanding \$10,000 in such loans. During 1908 \$10,000 worth of foreign money was exchanged. The rate of exchange depends upon the market rate, although extra commissions are sometimes charged.

The business of this banker is part of a system already described.* It is noteworthy that all five bankers of this system are steamship agents, and all but one are themselves notaries public or employ clerks who are notaries. A large part of their income is derived from notarial services and from services in the capacity of legal adviser and of interpreter. While none are labor agents, they all render assistance to their patrons in securing work for them, as well as in handling their mail. All carry a small stock of tobacco, imported books and novelties, and other articles.

At the time of this investigation three of these bankers who make a practice of receiving deposits, held an aggregate of \$41,000, divided among 750 depositors. Prior to the panic they held more than \$150,000. Each suffered a severe run during that period, but was able to meet all demands. The four bankers from whom detailed information was obtained transmitted abroad on behalf of immigrant patrons in 1908 a total of \$614,639. Three of them, in 1907, forwarded about \$800,000. Three of the four banks do a money exchange business of considerable volume, but only one, with loans to the amount of \$10,000, extends its credit to any great degree. The proprietors of the three largest banks have real-estate stock and bond holdings, and cash balances, aggregating \$225,000.

* See p. 223.

IMMIGRANT BANK E.

The last bank which will be considered is a Class I bank. It is located in a western State, and is operated by a Croatian Hebrew, who is the sole owner and proprietor. While the bank is not incorporated and is apparently subject to no supervision nor examination, the proprietor contemplates taking out a state charter in the immediate future. The bank was established in 1903, has no branches, and is not capitalized. That the proprietor has a proper appreciation of the financial responsibility resting upon him, however, is evidenced by the fact that he called attention to the provision of the state law which requires that in the case of a banking firm, all property, real or personal, shall be held in the name of the bank (here the name of the proprietor), and shall not be available for any indebtedness of the proprietor until all outstanding obligations of the bank have been met.

The assets and liabilities of this bank are shown in the table on pages 249-252^a and discussed on page 253. Reference to this table shows that the assets of the bank are almost double its liabilities.

The banking business of the proprietor consists of the receiving of deposits of money for safe-keeping and for transmission abroad, and the making of collections and loans. A steamship agency is conducted and a real-estate and rental business done. The proprietor's rental list nets him a monthly income of \$112. He is a notary public, but does not advertise that fact to any extent and does not solicit notarial work. He is interested in a labor agency conducted in another part of the city, from which, according to his own statement, he derives a clear profit of \$250 a month without the investment of a dollar of capital. He represents practically all the "conference" steamship lines, and from January 1 to June 30, 1909, sold tickets as follows: Outgoing, 120; incoming (prepaids), 60. During 1908 the steamship tickets sold amounted to \$13,300.57 and the railroad tickets (sold with the steamship tickets for purposes of through transportation) amounted to \$12,491.95. The commission on steerage tickets most of the sales being of this class, has been for some time \$2 per ticket, with an added commission of 5 per cent on the amount of the railroad fare. Assuming the average price of steerage tickets from this city to points of destination in Austria-Hungary, or vice versa, to be \$75, there is seen to have been an income of at least \$1,300 for the proprietor from this source.

The bank's depositors and the patrons of the steamship agency consists of races in the following proportions: Austro-Hungarian races, 65 per cent; Bulgarians, 25 per cent; Turks, Russians, and Servians, 10 per cent.

Before indicating the nature and extent of the actual banking business done, it may be well to say a few words concerning the manner of securing business and the business methods employed. It should first be pointed out that the bank is located in a thickly populated immigrant quarter, in close proximity to the industrial plants in which its patrons are employed. The proprietor is a man of some education and of considerable influence, particularly among the immigrants of

the Austro-Hungarian races, of whom there are a large number in the city. While he does not employ solicitors and does not advertise his business to any considerable extent, its character is unmistakably indicated by signs and posters. Through the labor agency with which he is connected, he is in a position to command the banking patronage of those persons for whom work is secured. His hours are made convenient to the needs of the working people with whom he deals, and he undoubtedly performs for them many important and valuable services.

The banking methods of the proprietor are much above those ordinarily employed by immigrant bankers. A complete and orderly set of books is kept, such as would be found in any small private bank of American ownership. Statements are drawn off from time to time, and the proprietor is in a position to be, and is, thoroughly cognizant of the bank's affairs. One clerk is employed. The banking room is well furnished, unusually clean and well kept, and does not appear to be used as a loafing place by the proprietor's clients. This is somewhat unusual with immigrant banks, but to all appearances it does not cause this banker any loss of business. The building in which the bank is located is owned by the proprietor, the upper rooms and the rear being used for living purposes.

No commercial deposits are received. On June 1, 1909, the bank held \$18,104.77 of deposits for safe-keeping. During the preceding six months, \$23,198.35 of such deposits had been left with the bank. These deposits are not available for loans and investments, which are made out of the proprietor's own funds. They are deposited in the firm's correspondent banks at 3 per cent interest, and are thus held intact against demand. They are not subject to check, but may be withdrawn at any time. Pass books and deposit slips are issued to depositors, of whom there are about 200. Both pass books and deposit slips state that the deposits are held for safe-keeping and that no interest is paid upon them. In case of withdrawal, the depositor signs a receipt stating the amount he has received.

Money is received for transmission abroad. The person depositing money for this purpose does not buy exchange outright, but is given a receipt for his money. At regular intervals the banker arranges for the payment abroad of such sums as he has received, either by draft through the New York correspondent bank with which he maintains an account, or, by arrangement with this bank, by draft direct upon one of the three European correspondent banks with which he has cash balances. Two of these banks are in Sofia, Bulgaria, and the other is in Agram, Croatia. Exchange, so called, is issued in francs, rubles, and kronen. From January 1 to May 31, 1909, amounts were issued as follows:

In francs.....	\$11, 440. 67
In rubles.....	4, 599. 25
In kronen.....	40, 110. 00
On Turkey.....	1, 865. 35
Total.....	58, 015. 27

During 1908, \$130,572.44 was received for this purpose. At the time of this investigation the banker's charge for 100 kronen was \$20.50, representing a net profit of from 12 to 13 cents, after postal

charges had been met. For 100 francs the charge was about \$19.80, giving a profit of 15 cents. No extra commissions are charged. The rate of profit for smaller remittances is much greater and will average not less than 1 per cent. A small amount of foreign coins is kept in stock, but when large amounts are desired the banker finds it necessary to obtain them from New York banking houses. He buys kronen of these houses, for instance, at a rate varying around \$20.43 per 100, and sells them around \$20.50.

On June 1, 1909, the banker had outstanding nearly \$11,000 in loans. Such loans are made from his own personal funds, and the larger portion of them are to Americans on the security of residential property. As a rule they are furnished to home builders lacking sufficient funds to complete construction, and bring from 6 to 7 per cent.

As indicating the profits which may be derived from the immigrant banking business and other undertakings closely associated with it, the following summary is given for this banker. These figures are for the year ending June 30, 1909. They represent profits realized during a year of financial depression and in a business requiring no capital.

Interest upon deposits (3 per cent upon \$15,000 as a minimum)-----	\$450
Commission on exchange (low average of 0.75 per cent on at least \$140,000 transmitted)-----	1,050
Commission on steamship and railroad tickets (\$2 on each of 350 full tickets sold and 5 per cent on approximately \$13,000 worth of railroad tickets)-----	1,350
Revenue from labor agency (\$250 per month)-----	3,000
Total -----	5,850

CHAPTER VII.

UN SOUNDNESS OF THE SYSTEM.

EVIDENCE OF INSECURITY.

The danger connected with banking of this character is obvious. Reviewing the leading features as they have been outlined, the following stand out as evidence of insecurity:

1. Immigrant banks are usually unauthorized concerns, privately owned, irresponsibly managed, and seldom subject to any efficient supervision or examination.

2. They deal with a class ignorant of banking methods, distrustful of American institutions, and easily influenced by the immigrant banker.

3. The affairs of the bank and of the proprietor are, as a rule, indistinguishable. As far as legal restrictions or the demands of his patrons are concerned, the proprietor is at liberty to use the funds of the bank for his own purposes. If he is a saloon keeper or grocer, he may make indiscriminate use of the bank deposits in the conduct of the saloon or grocery. The temptation to speculate with or to use for living expenses the funds intrusted to them has also proven the downfall of many of these bankers.

4. In general, the proprietor's investments are the only security afforded the patrons of his bank. The funds of the bank become the proprietor's personal investments, and there is no limitation as to the character or extent of these investments. They prevailingly take the form of real estate, or loans on first and second mortgages, notes, and speculative enterprises. If the proprietor has no investments the patrons of the bank have no security. Neither capital nor reserve is required, and, as a rule, neither is found.

5. Men who operate these banks, particularly saloon keepers, labor agents, grocers, and boarding bosses, are often ignorant and without any conception of the responsibility imposed. Even recently arrived immigrants find it easier to embark in the banking business than to enter other occupations which, though less responsible, are nevertheless subject to regulation. Methods employed by bankers of this class are often very loose and unbusinesslike. Such records as are kept are usually wholly inadequate and confused. Many of the immigrant bankers, notably steamship agents, advertise in a manner that is at least misleading, if not actually fraudulent and illegal.

6. Immigrant banks are radically different from other financial institutions. They are rarely savings or commercial institu-

tions, and they can not be considered foreign-exchange houses in the true sense of the word. Their chief functions are the safe-keeping of deposits and the transmitting of money abroad, and from the nature of these functions methods have arisen which are open to serious objection.

(a) Evidence of the deposit of money for safe-keeping is often inadequate, useless, or entirely lacking. No reserve or other security for the depositor is required. There is absolutely no preventive or check against absconding. The amount of the deposit is usually too small to warrant the bringing of suit in case of refusal to pay. Deposits are very seldom subject to check. As a rule, they are left for safe-keeping, without any restriction, except that they are subject to withdrawal upon demand, as to the manner in which they shall be kept or to what purpose and extent they may be used by the person to whom they are intrusted.

(b) The purchaser of a money order receives no satisfactory evidence of his cash deposit. His receipt does not bear the name of the remitting house whose money order has been sold, nor is this house advised of the name of the purchaser. The remitting house does not assume any responsibility for its correspondents and is fully protected in case of loss or fraud through them. But for the purchaser there is no such security. It is very difficult for him or anyone to fix the responsibility in case of loss or fraud. During the period which must elapse before the purchaser can hear from the payee, often as long as six weeks or two months, a dishonest banker has ample time to accumulate, and abscond with, a large sum of money.

FAILURES AND DEFALCATIONS.

At the time this investigation was carried on, the immigrant banking business was not in an entirely normal condition. It had not, at that time, fully recovered from the effects of the financial panic of 1907-8. To a certain degree, however, this was fortunate, because the recent period of financial depression undoubtedly served to accentuate the evils of the system. It brought out many failures and abuses that would not otherwise have come to light. It is likely that in many cases proprietors having no dishonest intent, other than that involved in a temporary misappropriation to their own ends of the funds intrusted to their care, would have eventually settled with their creditors had they not been forced to meet the sudden and, in some instances, totally unexpected demands which were made during the course of the panic. But just here lies the reason for the condemnation of the system. Even though abuses are not intended, there are no safeguards to prevent them. The extraordinary number of failures and defalcations which have occurred in the past, and particularly during the recent depression, substantiate the conclusion that this system of banking is fundamentally unsound. There is scarcely a community in the country with an immigrant population of any proportions which has not its record of immigrant-bank failures.

Occasionally a national, state, or savings bank closes its doors, but it is seldom the case that the bank's depositors lose any considerable amount by the failure. They almost always receive something, and frequently their deposits are paid in full. Upon the failure of an irresponsible immigrant banker, however, there are seldom any funds or resources to which the creditor may have recourse. It is invariably the case with concerns operated by men of this character that failure or abscondence means disaster to hundreds of small depositors.

In the table on the next page will be found a list of failures of immigrant bankers in New York City during the period from September 1, 1907, to September 1, 1908, as compiled by the commission of immigration of the State of New York.

TABLE 29.—Failures of private banks in New York City, with liabilities, assets, and number of creditors, September 1, 1907, to September 1, 1908.

[From report of the Commission of Immigration of the State of New York, 1909, p. 193.]

Name.	Liabilities.	Assets.	Number of creditors.	Source of information.	Status of failed banker.
Zotti, F.....	\$600,000.00	a \$65,000.00	8,000	Bankruptcy court.....	Abandoned.
Pati & Son.....	278,461.89	151,397.69	1,200	do.....	Do.
Acritelli, P. P.....	108,301.00	4,000.00	700	do.....	Do.
Mazzoni, N.....	80,000.00	(b)	310	do.....	Do.
Zanolini, F.....	80,000.00	20,000.00	350	do.....	Do.
Polows, F.....	51,629.80	2,198.00	500	do.....	Do.
Serrano, E.....	50,442.88	37,355.44	200	Italian consulate.....	Do.
Capilla & Genchi.....	51,855.84	5,000.00	84	Bankruptcy court.....	Indicted.
Capomigri, F.....	30,000.00	6,000.00	100	do.....	Abandoned.
Biggs, E.....	20,000.00	400.00	300	do.....	Do.
Avallone, E.....	10,000.00	1,500.00	100	Receiver.....	Settled 15 cents on the dollar.
Kresenfeld, Ed.....	12,000.00	1,800.00	150	Bankruptcy court.....	Abandoned.
Piskun, C.....	12,000.00	(b)	92	Italian consulate.....	Do.
Grissaf, A.....	9,700.00	(b)	32	Bankruptcy court.....	Sentenced to 1 year.
Vetromile, G. & D.....	6,000.00	(b)	28	From complaints and books of banker.....	Sentenced to Sing Sing 2½ years.
Lucicero, V.....	6,000.00	(b)	45	Italian consulate.....	Abandoned.
Nicosia, F.....	5,420.00			do.....	Do.
Zaccaro, C.....	5,000.00	200.00	20	McGregor, attorney for creditors.....	Do.
Russo, A.....	5,000.00		12	Bankruptcy court.....	Do.
Agliano, A.....	2,067.00		10	Italian consulate.....	Do.
Bezzari, G.....	2,000.00			do.....	
Kafalowitz, F.....	2,000.00	500.00	30	Rabinowitch, attorney for creditors.....	
Genaro, Sito.....	1,100.00		20	Frank Wasserman, 71 Nassau street.....	
Ringel, S. J.....	1,000.00		20	J. Friedman, attorney for banker.....	Do.
Cottone, C.....	787.00		6	Italian consulate.....	Sentenced to 3 years.
	1,450,295.01	295,331.13	12,279		

a This is cash and does not include certain leases and an interest in the Norwood Suburban Land and Home Company, which the receiver states Mr. Zotti has.
 b Nominal.

NOTE.—The figures contained in the above table can only be considered as approximate; the assets given are likely to be larger than the true assets, since in a number of cases the figures given represent the figures compiled by the receivers at the beginning of the receivership and frequently the amount realized is much less than such estimate. The liabilities, on the other hand, are often considerably greater than those presented, since in many cases the creditors do not lodge claims, owing to the fact that there is no chance of their receiving their money back.

These 25 bankers, most of whom absconded, had liabilities aggregating nearly \$1,500,000, with assets of only about one-fifth of that amount. Regarding these failures the New York commission, in its report, has the following to say:^a

The commission has endeavored to ascertain the number of failures and amounts paid by the bonding companies to retrieve losses from September, 1907, the date of the passage of the "Wells law," to September, 1908. This has been exceedingly difficult. A number of the absconding bankers took their books with them. Many depositors, not having pass books, did not know the amount of their deposits. Others made no complaint, except the silent one of gathering in front of the closed bank. The record of failures of Italian bankers is more complete, because Italians generally make complaint to their consulate. The losses among Jews and Slavs, though very heavy, could not be determined with any exactness because the patrons were scattered over the State and country and did not know to whom to complain. The record, therefore, only approximates the amount of the losses sustained. * * * It is impossible, since many of these accounts are in liquidation, to ascertain the actual amounts repaid. Although every one of these bankers was bonded for \$15,000, inquiry among the bonding companies shows that but \$500 has been actually repaid, although there are a number of suits pending to enforce bonds. The bonding companies almost uniformly refuse to pay until suit is brought, which is infrequent on account of the small individual claims. * * * In many instances the amount lost is so small that the alien can not afford to litigate.

There is submitted below a similar list of failures covering the Pittsburg district for the past three years and furnished by the manager of the foreign department of an American bank. In each case there was an almost total loss to creditors.

TABLE 30.—Failures of immigrant bankers and steamship agents in western Pennsylvania, 1906 to 1908.^a

Name.	Race.	Place.	Year of failure.	Estimated loss to creditors.	Present status.
A. Calvitti.....	Italian.....	Pittsburg.....	1907	\$10,000	Absconded.
N. Di Domenico.....	do.....	do.....	1908	(b)	
Leo. Golebrowski.....	Polish Hebrew.....	do.....	1906	15,000	Do.
Geo. Grucinski.....	do.....	do.....	1909	5,500	Do.
G. Leone.....	Italian.....	do.....	1906	5,000	Do.
John Lujbec.....	Croatian.....	Butler.....	1907	5,000	
Jos. Marchek.....	do.....	Brownsville.....	1908	3,000	
Pietro Mancuso.....	Italian.....	Pittsburg.....	1908	40,000	Do.
F. Massimino.....	do.....	do.....	1908	6,000	
Peter Rutsek.....	Slovak.....	Connellsville.....	1908	c75,000	Do.
F. Torchio.....	Italian.....	Pittsburg.....	1908	(b)	Bankruptcy.
F. Zotti & Co.....	Dalmatian.....	do.....	1908	(d)	Do.
M. Karsmer & Co.....	Magyar.....	Homestead.....	1906	25,000	Clerk absconded.

^a This table is not a complete summary of all failures in the Pittsburg district during the years specified, but only of those concerning which information could be obtained.

^b Unknown.

^c Estimate of receiver.

^d \$600,000, in connection with New York office. Table 29, p. 304.

There have been quite a number of other failures among the various races throughout the entire coal region. A Croatian banker at Johnstown recently got away with \$75,000. Another of that race at Allegheny, Pa., is said to have absconded with \$60,000.

A Magyar banker absconded to the old country from this section during the first half of 1908. His liabilities, according to the estimate of the trustee, aggregated \$75,000, while his assets, which con-

^o Report of the Commission of Immigration of the State of New York, p. 31.

sisted mostly of worthless gold-mining and other stocks, did not exceed \$16,000. He held real estate valued at \$90,000, but with the exception of a few parcels, worth about \$2,000, this was mortgaged to its full value. It was known that he was in financial straits for two or three months before his departure, but he was nevertheless assisted during that time by local banks. Reckless living and injudicious real-estate and stock investments are ascribed as the causes of his downfall. He used his depositors' money freely in his own transactions, and during the three months prior to his departure held up money left for transmission abroad. He operated a steamship agency in connection with his bank, besides having branches at two other towns in the coal region. A clerk at one of these branches has since been convicted of stealing its funds. This banker dealt with Slovaks, Lithuanians, Magyars, and Poles. The trustee thought that the creditors would get less than 10 per cent of the amounts due them.

Below is given information, obtained from various sources, regarding immigrant bank failures in St. Louis, Indianapolis, Cleveland, and Boston.

It was said of a Bulgarian grocer-banker in East St. Louis who failed owing to his inability to meet the demands of his depositors during the recent panic that he secured from his countrymen very considerable amounts in loans by representing that he wished to use them in paying for certain houses and real estate which he had purchased and by offering to pay 5 per cent interest upon them. Starting in this way, these people gradually came to leave with him considerable sums for safe-keeping. He soon ceased to pay interest except on long-time deposits and began to invest these deposit funds in his own business or in the purchase of additional real estate. Consequently, when the panic came he was unable to meet the demands of his depositors, and they sued him, but without success. He now owes to depositors about \$5,000, which he claims he intends to pay as soon as he can realize on the sums due him from borrowers and on store accounts.

A Magyar insurance agent absconded from East St. Louis with about \$3,000 that had been left with him for transmission abroad. This man had come as a stranger to the community, but in a few weeks' time had collected the amount named upon offering a much cheaper rate for transmission than could be offered by the other local dealers.

A Lithuanian steamship agent absconded from East St. Louis with several thousand dollars that had been intrusted to him for transmission abroad. It was found that he had also defrauded some of the steamship companies out of money which he had received for the sale of tickets.

The manager of the foreign department of one of the leading banks of St. Louis is authority for the statement that in that city and its suburbs many immigrant steamship agents and business men acting as bankers flourished prior to the panic, but that, as a result of the panic, quite a number of them failed. The local banking situation, as far as the immigrants were concerned, was therefore somewhat deranged, but this informant thought the derangement only a temporary one. He asserted that a tendency was already apparent on

the part of the immigrants to forget the losses which had been incurred and to return with their funds to bankers of their own race.

A Macedonian in Indianapolis succeeded in working himself into the confidence of his countrymen as well as into that of local manufacturers. After closing a fraudulent sale of property he absconded with about \$3,000 that had been left with him.

A Bulgarian operated for a time in the same city. His mail was being held at the local post-office to secure evidence that he had issued worthless drafts to cover money that had been left with him for transmission.

Defalcations and failures on the part of immigrant bankers in Cleveland became so frequent as to lead to a special investigation of the subject on the part of the Cleveland Chamber of Commerce. The following cases are founded partially upon its report and partially upon other information obtained:

A highly respected Italian immigrant banker, who was also a steamship agent, absconded to Brazil on the 18th of June, 1908. He was subsequently extradited. His liabilities, as shown by the expert accountants in the case, were \$40,463.80, consisting of \$27,991.80 of deposits and \$12,472 which had been received for transmission abroad, but which had not been delivered. The receiver, however, acknowledged the claims of 315 depositors, amounting to \$33,779.70, and of a large number of others who had left money for transmission, amounting to \$26,005.80, or total liabilities of \$50,415.50. The difference in the two amounts given as liabilities may be accounted for as follows: (1) Deposits were received for which no entry was made save in the depositors' pass books, and (2) many of the claims acknowledged by the receiver may have been fraudulent—that is, many depositors doubtless held pass books which had not been posted to show recent withdrawals, and they may have submitted these incorrect balances as claims against the banker. Either of these ways was possible, for the books of the bank were found to be in a very confused state.

The assets of the bank as appraised by the bankruptcy court were \$17,296.25, but nothing like this amount had been realized as late as June 1, 1909. Up to that date creditors had received only two dividends, one of 10 and one of 5 per cent. Nearly half of the assets as appraised consisted of promissory notes, on which practically nothing was realized. The rest consisted of furniture, fixtures, books, stamps, cash in bank, unused drafts on the Bank of Naples, stocks, mortgages, and real estate.

Two clerks were employed by this banker, but so far as could be learned they were not acquainted with the operation of the business beyond the limit of their own duties, which consisted chiefly of receiving the funds over the counter of the bank, both for deposit and transmission, and recording the same in a daybook. They appear to have been entirely ignorant of what disposition the proprietor made of these funds, as he reserved for himself any further management or record of them.

The reports of the expert accountants in the case show that of \$23,679.41 received for transmission abroad during the two months prior to his departure, \$12,472 was undelivered. During these two months \$7,231 was also received in deposits for safe-keeping. But the withdrawals from these two classes of deposits aggregated \$14,622 for the same period. This leaves a balance of about \$5,000 which

should have been in the banker's possession. As a matter of fact, his cash shortage for these two months, according to his books, was nearly \$6,000. He is said to have confessed a shortage of \$5,000 for the period.

This banker was an authorized, bonded correspondent of the Bank of Naples, which bank, it was said, made good all losses incurred through nondelivery of funds left to be transmitted through it.^a

Drafts were issued on Italy through the Bank of Naples. One per cent was generally realized on drafts of 500 lire or more, with a greater commission on lesser amounts. Money was also received for transmission abroad through three New York houses. A large part of these transmissions were for deposit in the Postal Savings Bank, Rome. It is significant that during the two months for which report was obtained \$12,664.41 was received for deposit in or distribution through the Bank of Naples—most of this sum being for distribution to families—of which amount \$10,707.41, according to vouchers, was forwarded. On the other hand, \$11,015 was received for the Postal Savings Bank, Rome, presumably largely for deposit, of which only \$500 was forwarded. In general, transmissions abroad for deposit average much larger than those for distribution to families. It is said that this banker allowed his clerks to attend to the transmission of all small sums—that is, those to be distributed to families—but reserved for himself the forwarding of all large amounts—that is, those for deposit.

Those who make deposits abroad are supplied with deposit books, which must be forwarded with each remittance. These books are usually left for safe-keeping in the hands of the transmitting banker.^b In this case the banker's conviction rested upon the testimony of a woman patron, who had left about \$120 with him for deposit in the Bank of Naples.^c When his safe was opened two months after she had given him the money, her bank book was found inside, together with a worthless check, addressed to the Bank of Naples, covering the amount of her deposit. Very great difficulty was experienced in getting depositors and other creditors to make complaint against this banker, and even greater difficulty was encountered in persuading them to submit their evidence of his guilt.

Another Italian banker disappeared in the same month (June, 1908), taking with him the savings of 500 depositors.

A Croatian, indicted in 1908 for misappropriation of funds left with him for transmission abroad, died before he could be brought to trial.

A Magyar absconded in 1907 with about \$12,000. His case is but another illustration of the ease with which money received for transmission can be misappropriated. The following concerning this banker is taken from page 7 of the report of the special committee for the Cleveland Chamber of Commerce:

For a time he remitted through reliable banks, giving the sender his own receipt or no receipt at all. Upon the near approach of the Christmas season [when remittances abroad are always heaviest] he practically ceased remittance of money given him during seven or eight weeks for transmission to friends. By the time the reports of no receipts by those in the fatherland became persistent Mr. — had received nearly \$8,000. He absconded with this sum and about four thousand other dollars.

^a See p. 226.^b See p. 239.^c See p. 288.

Other information discloses that this banker had come to the city as a stranger, established a foreign exchange office, led a very reckless life for about a year, and then left with the money intrusted to him.

The report of the special committee for the Cleveland Chamber of Commerce describes another immigrant banker who absconded in 1907 with about \$3,000. This man had been discharged from a wood-working shop because of incompetency.

He set up as a banker and was trusted by numerous people in preference to any bank in the city. Three thousand dollars seemed his ideal, and he left the city but did not leave his address.

Incomplete information was obtained regarding five other immigrant bankers in Cleveland who have absconded during the past three years.

Failures and frauds in Boston and other centers of foreign population in Massachusetts became so numerous prior to 1905 as to lead to the enactment of rather stringent laws in regulation of the conduct of immigrant banking establishments. These laws, as strengthened by amendments in 1906, 1907, and 1908, appear to be effective in preventing fraud and failure.

These cases and illustrations are given as definite instances out of the mass of information obtained in all communities visited. Hundreds of thousands of dollars annually are lost in this manner. But it is not alone by abscondence and failure that the immigrant is subject to loss and exploitation on the part of his bankers. There are intolerable frauds and abuses which arise as a natural development from the looseness of a system which allows saloon keepers, boarding bosses, grocers, and other irresponsible persons to receive money for deposit and for transmission abroad. That such are allowed to call themselves bankers is nothing less than a travesty upon the name. An immigrant banker in an industrial suburb of Buffalo, N. Y., conducted his bank in connection with a saloon and boarding house. The two upper stories of the building contained 18 very small and dirty rooms, occupied by 3 families and 47 boarders. The only way of reaching these rooms was through the saloon downstairs. The men on their way to work in the morning fell easy victims to the temptations of the proprietor's bar, and the same thing occurred upon their return at night. Their drink bills were included with their board bills, and the total was deducted from their deposits in the proprietor's bank. Here was a fertile field for at least unconscious, if not deliberate, exploitation. Even if the saloon keeper was honest, and made no fictitious entries or overcharges, such an intimate connection between bank and saloon was necessarily a menace to the characteristics of saving and to the safeguarding of deposits.

IMMIGRANT FINANCIAL OPERATIONS IN A REPRESENTATIVE COMMUNITY.

It has been found true that any large body of immigrants in an industrial community is subject to actual exploitation of many different kinds. A specific instance of such a community is the case of a certain Bulgarian center in the Middle West, the immigrant residents of which have lost considerable sums through the dishonest manipulation of their savings in the hands of so-called immigrant bankers. There have been many immigrant banking establishments in this

place, but the most important are those operated by four Bulgarian commercial houses. The heads of these firms are said to have been Macedonian peasants who worked as unskilled laborers the first year or two after coming to this country. The methods employed by these proprietors in establishing and carrying on a banking business may be seen from the following brief account of the career of one.

In 1904 this man was a day laborer in one of the steel foundries of the community. In the spring of 1905, with his savings and some money received from Macedonia for the sale of a piece of land, he opened a small grocery store and coffee house. It was just as the Bulgarian immigrants began pouring into the community by hundreds and settling in the immediate neighborhood of this store. His was the only store at the time where the Bulgarians could drink Turkish coffee and buy such food supplies as suited their taste. Here only could they speak freely in their native tongue. The store became a general clubroom, and the merchant prospered.

Men living together in large lodging groups, as these men were doing, have no place in which to deposit their money. Nor can they conveniently carry large sums about on their persons. The merchant had an iron safe in his store. His countrymen began by asking him to hold their weekly savings for safe-keeping. At that time an unskilled laborer could save nearly \$30 a month, and about 400 of them confided their savings to this man. In this way the bank began.

With these deposits the merchant-banker began the building of a large cement house, into which he moved his store. Next he built a frame lodging house, in which lodged many of his depositors; he also bought several frame cottages, which were likewise rented out. The mortgages on all this property were owned by the realty company from which the land was bought.

During the financial depression of 1907 several of the immigrant bankers in this community failed, with heavy loss to their depositors. The other three of the "Big Four" bankers were able to hold off their creditors long enough to tide over the worst months, but this one never stopped payment. It was this which gained him the confidence of his countrymen. Meanwhile he had founded a paper to advertise his business, and had also added to his bank a ticket agency and a foreign money exchange office.

In the early part of 1908 immigrants who had been making remittances home through this banker received his draft, returned to them by business houses in Macedonia, marked "account withdrawn." They went to him and he explained that these were mere oversights, and renewed the drafts on other houses. Others, who had entirely trusted him to forward their remittances, after several months received letters from their families stating that no money had reached them and that they were in need of financial help. To this the banker explained that the banks in Paris were so pressed with business they often held up remittances for long periods. In all his explanations he was so plausible and persuasive that no suspicions were aroused in the minds of his ignorant and trusting patrons.

In October, 1908, a group of seven Bulgarians in West Virginia saw an advertisement in his paper in which the banker offered French napoleons for \$3.93, which was so favorable an exchange that they wrote him about it, saying they wished to exchange about \$4,000 if

he had that much in French gold. He replied that he had on hand 7,500 napoleons. One of the seven immediately sent \$1,060, saying that his comrades would send more presently. The banker answered at once to the effect that a few days before a large group of returning immigrants had taken most of his napoleons, so that he was now able to forward only \$500 in French gold, but that he would send to New York at once for more. He added that he would send the balance due this man with the napoleons which he would have to send in exchange for the money the man's companions were no doubt forwarding to him by this time. The other Bulgarians immediately sent \$2,860, all their savings of four years' labor.

For a while the seven men in West Virginia heard nothing from the banker. They wrote again, and he replied that he was having trouble with a New York bank in getting the napoleons; that the bank had previously made a contract with him to supply him with napoleons at \$3.93; that now a larger price was asked, and he was suing the bank to hold it to the contract; and that the money would be forthcoming within a week or two.

A month passed. Then the seven men wrote a confidential letter to the editor of the banker's paper asking him his opinion of the latter's standing. The banker intercepted the letter, and answered it, forging the editor's name for this purpose. The reply described the banker's prosperous condition in glowing terms, and stated that the writer had seen heaps of gold in the safe, and that the only difficulty was in getting napoleons at a fair price from the New York bank. They should not worry; all would be well within a few weeks.

Apparently the men were satisfied for a time. But in February, 1909, three of them appeared in the community and presented themselves before the editor, and the forgery was then discovered. Even then the banker was able to calm the uneasiness of these men and put them off for a month longer. At the end of that time a transaction with the realty company precipitated a crisis in the banker's affairs, and he was compelled to declare himself a bankrupt. A few days before becoming a bankrupt he had given the men from West Virginia a check for the whole amount of their claim, but on presenting the check at the bank it was found to be dated one year in advance and so was utterly worthless.

One of the banker's depositors, upon hearing of the bankruptcy, hurried to the proprietor's office and demanded the bank book of a local American bank which he had left in the care of the banker's manager. The bank book was given to him, but when he went to draw the \$800 which had stood to his credit upon the book he found that his name had been forged and the money withdrawn. The banker's manager had obtained the money, and immediately upon the disclosure had disappeared.

The banker was arrested and indicted by the grand jury upon four charges of larceny and forgery, but he is now out on \$800 bail. According to the testimony of those defrauded and of others, there is no doubt as to the man's guilt. His creditors number over 1,000; the men he has utterly ruined number hundreds.

As was said before, the other three banking firms managed to hold off their creditors long enough to tide over the worst months of the panic. The manner in which this was accomplished by one of the

firms was as follows: The proprietors succeeded in persuading their customers to accept the firm's notes, payable in six months' or a year's time and bearing 6 per cent interest, or to take out the amount of the indebtedness in trade. It is charged that under this latter agreement the firm drove quite a good bargain, inasmuch as it was at liberty to make additional charges over the regular ones and able at its own discretion to say when the amount owed had been covered by purchases.

The head of one of these three firms is said to have been largely responsible for the coming of members of his race to the community. It is certain that he brought in the first groups, and the address given by large numbers of subsequent arrivals on the manifests at disembarking indicates that he was directly connected with their coming. The profits he derived in advancing to many of them the expenses of travel, securing work for them upon arrival, furnishing them with supplies, etc., is said to have been very great. He arrived in this country in 1903 with only a few dollars, yet he was able in the winter of 1905 to set up, with four others, a company capitalized at \$50,000.

It is significant that all of these houses operated a grocery, saloon, and lodging house in connection with the bank. Their lodgers became the patrons of the bank, and the deposits of these patrons were a great resource in building up their other business. The bankers received the savings of the laborers every pay day, and doled out to the men their meager living, charging their purchases against their deposits.

In 1905 there were 1,500 Bulgarian men in the community. Business prospered, and in the autumn of 1907 this immigration reached its high-water mark. There were at that time 8,000 Bulgarians in the community. Then came the panic, with the closing down of the mills, followed by such distress as the Bulgarians say they never experienced in Macedonia. Thousands were supported by these commercial and banking houses all through the summer of 1908. At one time one of these concerns had \$16,000 on its books; another had \$10,000. One of them was able for a while to pay its depositors upon demand, but the others were obliged to hold off and pay either by notes or by store credits. How one of them eventually failed and the others were forced to suspend payments for a time has been related. Nowhere is there a better example of the tying up of deposits in investments on which immediate realization is impossible.

The following figures, given by one of the companies, show the effect of the business depression on the economic condition of the Bulgarians of this community. This company forwarded remittances from immigrants to their families abroad as follows:

1906.....	\$14, 000
1907.....	150, 000
1908.....	10, 000

Now it sends on an average \$100 a week and last year received from abroad \$4,000 on behalf of immigrants in this country.

CASES OF EXPLOITATION.

There have come to the attention of the commission many other cases of exploitation in various communities where this investigation has been conducted. A few specimen cases will serve to indicate the

nature of the frauds to which immigrants are subjected by persons of their own race who act as bankers for them.

Case I.—A Slovenian landlord who was in the habit of receiving money for transportation abroad through the mails defrauded his friends by substituting counterfeit money for the good money which they left with him.

Case II.—A woman boarding boss, with whom large sums had been deposited, was found in her own house apparently unconscious, her head covered with blood. This and other evidence she had arranged to make it appear that she had been assaulted and robbed of her boarders' money. It developed that the woman was shamming, and her depositors recovered their money.

Case III.—The immigrant employees of a certain coal company were required to deposit their savings in the bank of the company's interpreter, under threat of discharge by the superintendent if deposits were made elsewhere, although this bank, instead of paying them interest on these deposits, charged them interest, if it may be so called, for keeping their money.

Case IV.—Two patrons of a Bulgarian bank complained to the superintendent of the company for which they were working that the banker had not returned to them the full amount of their deposit. The superintendent undertook to force the banker to do so, but found that he had satisfied the men by telling them that he had sent the balance to Europe "in a good cause." Each had \$100 on deposit but had obtained only \$85.

Case V.—A Magyar house girl deposited \$100 of her savings with a saloon keeper who had come from the same neighborhood in Hungary as herself. She was given no receipt. When she asked for her money she was unable to get it, and was put off frequently, with absolutely no recourse. The chances were that she would never receive any of it back.

Case VI.—A Hebrew agent-banker was in the habit of offering steamship tickets at a cheaper rate than that authorized. Many of those buying tickets of him were held up in New York at their own expense, and were compelled to pay the difference between the agent's and the authorized passage rate, or to sail on some cattle or fruit vessel.

Case VII.—An interpreter brought to a reputable agency a number of his countrymen who desired to purchase tickets. They lacked the full amount and it was found necessary for the interpreter to sign a note for the remainder, the tickets to be delivered on payment. The men were to pay the interpreter. This they did, but he left the city without taking up the note, the consequence being that they lost the money which they had paid him and were unable to secure the tickets which they needed.

Case VIII.—A woman gave to a Magyar agent-banker \$95 for two prepaid, that is, incoming, steamship tickets. Upon the receipt given her appeared the following:

Should the above passengers decline coming the money will be refunded, less agent's commission, on production of this memorandum and corresponding ticket.

The purchaser found that the tickets would not be needed and accordingly presented them with the receipt and asked for a refund-

ing of the money. The agent took the tickets but refused to return the money.

Case IX.—A depositor in a bank managed by an Italian testified that in remitting money to Italy it usually took three months for him to get a receipt from the bank indicating that the money had been paid. The depositor further stated that he was sometimes unable to draw from the small balance he kept with the bank.

Case X.—An Italian who had intrusted certain funds to a banker of his own race complained to the local authorities that he had been unable to get his money back. The defendant, upon arraignment, admitted that he had received the money, but stated that he intended to pay it back. It developed that the complainant held absolutely no receipt or evidence of any kind, whereupon the judge dismissed the case, informing the complainant that his only recourse lay in the rather doubtful issue of a civil suit.

Case XI.—A prosecuting attorney was of the opinion that all Greek grocers, saloon keepers, coffee-house keepers, etc., hold deposits for safe-keeping. He has handled many complaints on the part of depositors. The defendant is usually called in and, if the evidence warrants, ordered to pay the deposit or stand prosecution. As a rule, few convictions are had, the reason being that the complainant is generally bought off and the State left without evidence on which to rest its case.

Case XII.—The postmasters in two different cities reported the theft of letters containing money, registered mail, etc., by immigrant bank proprietors in whose care mail was addressed for delivery to patrons.

Case XIII.—A Croatian grocer absconded with several thousand dollars that had been intrusted to him, but later returned and settled with his depositors by giving them notes, on the representation that his father in Europe was a very wealthy man, and that upon his death he, the banker, would inherit a sum of money sufficient for the payment of these notes.

Case XIV.—A corporation, organized by a group of immigrants under the laws of New Jersey, assumed a high-sounding title and advertised in whole pages of immigrant newspapers that it owned \$100,000 capital, and that its cashier was under a \$50,000 surety bond. Investigation revealed the fact that only 10 shares of the par value of \$100 each had been subscribed. Whether this \$1,000 had been paid in was not disclosed. The state law of New Jersey was such as to prohibit this corporation from using the word "bank," and the English parts of its advertisements did not actually contain the word, but the impression was skillfully given that it was such an institution. The incorporators were men of no financial standing. One was said to have been a dealer in lottery tickets, the second a sportsman, the third a truck driver, and the fourth without any occupation. The fraud was exposed before any loss was incurred.

These cases are fairly typical of the exploitation to which immigrants are subject in their banking relations. They are also subject to similar exploitations in their relations with the banker as labor agent, as interpreter, as real-estate and rental agent, as legal adviser, and as notary public. In his capacity as notary public and

in his capacity as steamship agent the immigrant banker deserves special consideration.

The close alliance between the steamship agent and the banker has been remarked upon before. The former is usually the medium through which the latter is established. In the words of a prominent immigrant banker—

thoroughly irresponsible persons secure with apparent ease the agency for some lines, open up a money-order business, advertise themselves as bankers and agents, receive deposits for a time, and, as perhaps planned, abscond with the money intrusted to them.

Another leading immigrant banker, in condemning a system which allowed an alien fugitive from justice or a clerk dismissed for dishonesty or any such untrustworthy person to establish himself as banker, complained of the ease with which men of this character procured the agency of certain second-class lines for the purpose of setting themselves up as bankers. The manager of the foreign department of a leading banking house declares :

The steamship and immigrant banking business are almost inseparable. As a matter of fact, the sale of foreign exchange follows upon the establishment of a steamship agency and rarely comes before. In view of this important relation it would appear that the steamship companies are entirely too free in the manner in which they establish agencies. A public suggestion to that effect might be a healthy one.

THE FUNDAMENTAL DEFECT.

But if the steamship companies are to be blamed for the apparent freedom with which they grant agencies to irresponsible persons whose aim is a banking business, the large foreign-exchange and money-order houses through which the bulk of this business is conducted are even more deserving of censure. The savings which are intrusted to the immigrant banker are customarily accumulated toward the purchase of steamship tickets or for an ultimate transmission abroad, and the facilities for carrying on this business can be readily obtained by the immigrant banker without any requirement whatever as to his own financial qualification, reputation, or business experience. The ease with which arrangements can be made with reputable banking houses—through solicitors or otherwise—for the transmission of money has been described as a potent factor in the development of the immigrant bank. Various bankers of the more responsible type have assigned as a reason for the Italian predominance in immigrant banking the fact that the business requires no capital, no property, no business experience, no education, and no responsibility. The small grocer, clerk, or saloon keeper has sufficient intelligence to appreciate this, and he reasons that he might as well derive some of the profits which the business offers. He knows that he may rely upon the blind confidence which the Italian immigrants place in the leaders and business men of their own race. It is easy for him to secure the agency for a few steamship lines. It is perhaps easier to get the money-order blanks of some well-known banking house. He has nothing more to do but write the word "banca" on his window, bedeck a corner of his store with flaming steamship posters, and open his money-order book and his safe for business.

CHAPTER VIII.

DISCUSSION OF REMEDIES.

ANALYSIS OF STATE LAWS ON THE SUBJECT.

It has been found impracticable to attempt a digest, or even a full synopsis, of all the laws of the various States having a more or less direct bearing on the regulation of immigrant banking. The difficulties of such an undertaking are manifest. It would call for a careful study of the banking statutes of every State. In some States it would require an examination into the provisions of the general corporation laws. It would probably necessitate in many instances an investigation into decided cases in order to ascertain the interpretation and application of the statutes. Such a thorough and accurate compilation is not necessary for the purposes of this report. In this connection, however, it may be well to call attention to the Complete Digest of State Banking Statutes (61st Cong., 2d sess., S. Doc. No. 353), recently issued by the National Monetary Commission.

For the purposes of the present report it is sufficient to give a general classification of States according to the nature and character of their laws in regard to private banking, and then to submit a somewhat detailed study of laws which have recently been enacted by certain States with the particular object of regulating immigrant banking. The following classification is based upon a study of state statutes, upon information gathered in the course of the field work of this investigation, and upon the replies received by the Commission in answer to letters sent to the various state bank commissioners.

In the States of Delaware, Nebraska, Nevada, North Dakota, Oklahoma, Rhode Island, and Wisconsin private banking is virtually prohibited. In these States no individual, firm, or corporation is legally permitted to do a banking business (not always defined) unless regularly chartered or incorporated as a state, national, or savings bank under the laws of the State, some other State, or the United States. In spite, however, of such a prohibitory law, concerns performing the characteristic functions of immigrant banking do exist in several of the above-named States. The following is an extract from a letter of the bank commissioner of Rhode Island, dated September 24, 1909:

Immigrant steamship agencies and others doing a banking business come under the head of unauthorized banking, and the business is prohibited, but owing to the clannishness of foreigners it is extremely difficult to convict these people. There are about a dozen individuals who, I believe, are receiving deposits, principally among the Italians, but they all deny doing a banking business, as they are familiar with the law which prohibits their receiving deposits.

In California, Colorado, Florida, Idaho, Indiana, Kansas, Missouri, New Hampshire, Oregon, South Dakota, West Virginia, and Wyoming the laws are such as to make it unlawful for any persons to

engage in the banking business without due authority from the State and without being subject to the control and regulation which is exercised over regularly incorporated banks. While these laws are not aimed directly at immigrant banking, their provisions seem clearly broad enough to cover that business. Immigrants doing an unauthorized banking business, or, at any rate, openly receiving money for transmission abroad, are nevertheless found in nearly every one of the above-mentioned States. In none of these States, except Colorado, are they believed to be under any regulation or supervision. In Indiana and Missouri, particularly the latter, these immigrant institutions exist as full-fledged banking concerns without apparent control or regulation, and seemingly in open violation of law.

Alabama, Arizona, Connecticut, Louisiana, Mississippi, New Mexico, North Carolina, Utah, and Washington legalize private banks but impose regulations regarding their capital, reserve, advertisements, supervision, and examination. All, with the exception of Washington, require reports to be made to the state banking department. With the exception of Connecticut, these are States having few immigrant bankers. The law of Connecticut prohibits private bankers from using any corporate or artificial name and from receiving deposits as a savings bank. It also requires corporations, partnerships or individuals, receiving money for safe-keeping or for forwarding, to report to the bank commissioner that they are so engaged, and to deposit a \$10,000 bond with the state treasurer. This bond provision has not, in the opinion of the Connecticut bank commissioner, been in operation for a sufficient length of time to test its effectiveness.

In the laws of Iowa, Maine, Michigan, Minnesota, Montana, Pennsylvania, Tennessee, Texas, and Virginia, there are only a few minor provisions relating to private banks. These provisions are chiefly regulations forbidding the use of the word "bank" and similar terms by unincorporated and unauthorized institutions. In none of these States, except Pennsylvania, are private banks subject to any supervision; and in Pennsylvania the supervision is exercised over those banks only which have started in business since the passage of the act of June 7, 1907. The significance of this situation is all the more striking when it is considered that in Pennsylvania alone there are over 400 private concerns doing an immigrant banking business. Michigan and Minnesota each have as many as 50, and Iowa at least 10.

Arkansas, Illinois, Kentucky, Georgia, Maryland, South Carolina, and Vermont have no laws whatever regulating private banks or immigrant banking concerns. In one of these States, Illinois, it is estimated that there are at least 275 immigrant banks.

Massachusetts, New Jersey, New York, and Ohio have attempted special legislation regulating immigrant banks, the first two effectually, the latter two rather unsuccessfully. It will be worth while to compare these laws, and contrast the provisions and operation of the laws in Massachusetts and New Jersey with those in New York and Ohio.

The law of New Jersey (in effect July 4, 1907; amended in 1909) prohibits any person or corporation from transmitting money to foreign countries, or buying or selling foreign exchange, or receiving money on deposit to be transmitted to foreign countries, without a certificate of authority from the commissioner of banking and insur-

ance. It further provides that nothing in the act shall be construed as authorizing any such person or corporation to receive money on deposit for any other purpose than that of transmission abroad. In order to lawfully receive deposits for safe-keeping or savings—that is, to do a banking business—authorization must be obtained under the banking law of 1895, which law explicitly subjects all private banks to the supervision and control of the department of banking and insurance, and imposes heavy penalties for every violation of the statutory provisions.

The Massachusetts law (enacted in 1905; amended in 1906, 1907, 1908, and 1909) applies to all persons, partnerships, associations, or corporations engaged in the selling of steamship or railroad tickets for transportation to or from foreign countries, or in the supplying of laborers, that in connection with said business carry on the business of receiving deposits of money for safe-keeping, or for the purpose of transmitting the same, or equivalent thereof, to foreign countries, or for any other purpose. This law does not seem to be as comprehensive as the New Jersey law, for while the latter law specifically applies to concerns exercising any one of the characteristic functions of immigrant banking, this law affects only steamship and labor agents who, in connection with their other business, receive money for safe-keeping or for transmission abroad. Inasmuch, however, as nearly all immigrant bankers are steamship agents, the Massachusetts law is apparently effective in reaching the class of bankers under consideration.

The New York law (act of April 22, 1907; amended May 23, 1908) applies to all corporations, firms, and persons engaged in the selling of steamship or railroad tickets for transportation to or from foreign countries, who, in conjunction, receive money on deposit or carry on the business of receiving deposits of money for transmission to foreign countries. While the Massachusetts law has reference to both steamship and labor agents, this law is concerned with steamship agents only.

The Ohio law (enacted in 1908) applies to steamship and railroad ticket agents selling tickets for transportation to foreign countries, who, in conjunction, receive deposits of money for transmission to foreign countries. This law was modeled after the New York law, but it does not include, as does the New York law, those agents who receive deposits of money for safe-keeping or savings.

The New Jersey certificate of authority amounts to a license, which must be renewed annually, and for which a fee of \$10 is paid. It is granted only upon the filing of a written application under oath on an approved form, setting forth the location of the office or offices where the business is to be carried on and the country or countries to which it is proposed to transmit money. The New York and Ohio laws call for a fee of \$5. The Massachusetts law makes no requirement with respect to a fee or license.

In all four States the entrance into or carrying on of the business described is made contingent upon the filing of a bond. In each State the bond is conditioned upon the faithful holding, transmission, or repayment of the money received. In Ohio it is also conditioned upon the selling of genuine and valid steamship or railroad tickets. A most admirable feature of the Massachusetts law is the authority given the bank commissioner to fix the amount of the bond

according to the amount of business carried on by each individual concern. In 1907 the amount of the bond ranged from \$1,000 to \$100,000. On October 31, 1908, the total number of steamship and labor agents who had been required to furnish bond in Massachusetts was 59 and the total amount of their bonds was \$609,500. Under this provision of the law the bank commissioner is enabled to require in each case a bond sufficient to fully cover the amount of money that the banker would be likely to have on hand at any one time. In New Jersey the amount of the bond is fixed at \$20,000, with \$10,000 more for each additional office maintained, provided that the total of the bond shall in no case exceed the sum of \$100,000. The sufficiency of this fixed bond is seemingly assured by the provision that money received for transmission must be forwarded within five days from the receipt thereof, and by the fact that the bond is intended to cover only money received for transmission, the receiving of deposits for other purposes being made contingent upon authorization under the private-bank act of 1895. In New York the amount of the bond is fixed at \$15,000 and in Ohio at \$5,000. In both of these States agents were found holding deposits far in excess of their bond. It is evident that the larger concerns could in a few days' time collect for transmission sums greatly in excess of \$5,000 or even \$15,000.

In each State the bond must be executed with two good and sufficient sureties. In New Jersey these sureties must be residents of the State, and possessed of property to the value of \$40,000 over and above liabilities. In Massachusetts they must be residents, and owners of real estate (value not specified) in the Commonwealth. In New York and Ohio they must be owners of real estate within the State. Under all four laws, however, the bonds of a surety company may be received, and in New Jersey, New York, and Ohio such bonds are the ones usually filed. With respect to this kind of bond the Massachusetts bank commissioner has the following to say in his report for 1908 (p. 47) :

Inasmuch as a large proportion of the bonds furnished are personal bonds, the examination into the sufficiency of the sureties on personal bonds has occupied a large part of the time of the clerk whose special duty it is to examine and report upon this class of bankers. While every endeavor is made to render these bonds as strong as possible, they are unsatisfactory at best, and the bankers are urged to furnish bonds written by a responsible surety company whenever they may be obtained.

No bond is accepted in any of the four State unless approved by a designated state official. In Massachusetts, after approval by the bank commissioner, the bonds are filed with the treasurer and receiver-general. The bank commissioner is required to keep a public record of such bonds with the names, places of residence, and business of the principals and sureties, and the name of the officer before whom the bond was executed. In New Jersey the bonds are filed with the commissioner of banking and insurance, who is required to keep a similar public record of the certificate issued by him and of the bonds filed with him. In New York the comptroller receives the bonds, and he must keep, in alphabetical order in a "bond book," the same record required under the Massachusetts law, with the addition of the date upon which the bond was filed. In Ohio the bonds are filed with the state auditor, who keeps a record similar to that required in New York.

The penalties for entering into or continuing in business contrary to the provisions of the law vary in these States. In New York such a violation is simply declared a misdemeanor, without specified punishment or machinery for conviction. The Ohio law is similar, except that violation of the act is made punishable by a fine of \$500, or imprisonment for six months, or both. In New Jersey the violation is declared a misdemeanor, and the person or corporation convicted is punished by a fine of not less than \$50 nor more than \$1,000, or imprisonment for not less than thirty days nor more than one year, or both. This same punishment is provided in the Massachusetts law, but with the added machinery for conviction: That the bank commissioner has access to the books and may compel the testimony of officers or owners of the concerns, and may apply to the supreme judicial court for a restraining order in case it appears that any such person or firm is insolvent, or that its capital is impaired, or that its condition is such as to render a continuance of its business hazardous to the public or patrons, or that any persons or firms have exceeded their powers or failed to comply with any provisions of the law. The court may also appoint receivers to take possession of the property of the concerns if such action seems necessary. It is further declared to be the duty of the police of the city or town where a violation of the act occurs, to apprehend the offender and turn him over to be prosecuted.

The foregoing comparison of the laws of Massachusetts, New Jersey, New York, and Ohio shows that in the first two States the statutory provisions in regulation of immigrant banking are much more comprehensive and effective than are the provisions of the laws of the last two States. In New York and Ohio the acts are simply bond requirements, and the laws of these States contain no further noteworthy provisions for the regulation, control, or supervision of immigrant or other private banks. In Massachusetts and New Jersey the bond requirement also exists, but there are other provisions in the laws of these States which go further and supply the necessary machinery for placing immigrant banks under effective control and supervision. The New Jersey act of 1907 provides that no person or corporation may receive money for transmission abroad without having first obtained a certificate of authority from the commissioner of banking and insurance. All immigrant concerns in New Jersey receiving money for safe-keeping or savings, come under the provisions of the private bank act of 1895, which act explicitly places them under the supervision and control of the department of banking and insurance. The Massachusetts law places all immigrant concerns carrying on a business such as that described in the act, directly under the supervision of the bank commissioner. Such concerns are required to make to the bank commissioner annually, and oftener, if he so specifies, sworn reports, showing accurately their condition at the close of the business day designated. The books and accounts of these concerns must be kept and audited in such manner and form as the bank commissioner may prescribe. The commissioner shall, whenever he may deem it expedient, either personally or by assistant, thoroughly examine into the affairs of every such concern to determine its financial condition and compliance with the laws applicable to it, and what bond, if any, it is

necessary for such concern to execute and deliver to cover deposits of money received. For these purposes, the commissioner shall have full access to the safes, books, and papers of every such firm, and may summon any officer or member thereof, and such other witnesses as may be necessary, for examination under oath with respect to the affairs, transactions, and condition of such concern. A fine of not more than \$1,000, or imprisonment for not more than one year, is the penalty provided for any person who, without justifiable cause, refuses to testify when so requested, or who obstructs the commissioner in the making of his examination.

The superiority of the provisions of the laws of Massachusetts and New Jersey over those of New York and Ohio is shown by the results obtained in the actual operation of these laws in the different States. The laws of Massachusetts and New Jersey have worked well; those of New York and Ohio have proven in a large measure unsatisfactory and ineffective.

The following, from a letter of the New Jersey commissioner of banking and insurance,^e indicates the successful operation of the law in that State:

There has been one failure of a private banker, a Hungarian, since the enactment of the law of 1895. An examination of his affairs disclosed a shortage in cash and a condition of insolvency. His property and business were taken charge of by the examiner pending an application for an injunction and receiver, but just before the requisite papers had been prepared bankruptcy proceedings were instituted in the United States circuit court and a receiver was appointed October 21, 1905. His last preceding report of condition (being for the date of August 25 of that year) showed total resources of \$122,200; total deposits, \$114,500; other liabilities, \$1,300; surplus, \$6,400. What proportion of their claims was paid to creditors is not shown by the records of this office, but I understand it was about 80 per cent.

In nearly all cases surety bonds are given by persons licensed under the act of 1907 to transmit money to foreign countries. There have been no losses sustained by parties dealing with such licensees. One individual, an Italian, absconded with several thousand dollars deposited with him; but the amount was made good by the surety company without suit.

Enough has been said in foregoing paragraphs to indicate the success which has attended the enforcement of the Massachusetts law. The state bank commissioner in his report for 1907 (p. 55) makes the following statement:

On the whole, the new law is working well. During the latter part of 1907 the attention of the department was given almost entirely to ascertaining the amount of business done by the various agents, in order that they might be placed under bond as soon as possible. During 1908 the attention of the department will be given to making more extended examinations of their affairs, and to improvement, when necessary, in their methods of accounting.

In his report for 1908 (p. 48) he says:

Speaking generally, the year has not been a prosperous one for the bankers. The business done by Italians has been especially light, because large number of their countrymen who went to Italy in the fall of 1907 failed to return in the spring of 1908, owing to the lack of demand for laborers. With but few minor exceptions, however, these bankers have met their obligations promptly, and in no case has it been found necessary to bring action against the sureties on the bond delivered to the treasurer and receiver-general.

In New York the bond requirement act of 1907 has met with but poor success. It is very generally condemned as ineffectual, if not

^e Letter dated September 10, 1909.

inoperative. Some immigrant bankers were found who had never filed their bond. Others had allowed it to lapse. Still others, by giving a nominal bond to a steamship company which was in no way responsible for the funds handled, appeared to have satisfied the requirements; or at least they contended that they had done so, and were not molested. In this connection the report of the New York commission of immigration states:^a

In September, 1907, the records of the comptroller's office showed 336 banks bonded under the law, of which 270 were located in Greater New York. * * * Although it has been shown that there were more than 1,000 correspondents or bankers engaged in this business in 1908, only 212 gave bonds. Of this number 177 were located in New York City, 28 of these being in Brooklyn. Of the remaining 35, there were in Buffalo, 6; Rochester, 3; Syracuse, 2; Utica, 4; Schenectady, 4; Albany, 2; West Seneca, 2; Yonkers, 3; White Plains, 2; and 1 each in New Rochelle, Geneva, Astoria, Watertown, Inwood, and Woodhaven.

The nonenforcement of this law may have been due in some measure to the belief that its provisions were unconstitutional. In the case of *Benvegna v. United States Surety Company*,^b decided in December, 1908, Mr. Justice O'Gorman declared the law unconstitutional on the ground that—

the sixth section thereof, which excludes steamship companies or their authorized agents from the operation thereof, is an arbitrary discrimination in violation of the equal protection of the law guaranteed to the Constitution. The statute being unconstitutional and void, the bond furnished under it necessarily falls.

This decision was reversed, however, and the constitutionality of the act fully upheld, by the appellate division in May,^c and by the court of appeals in November,^d 1909. The court of appeals decided that—

Chapter 185 of the Laws of 1907, entitled "An act to regulate the taking of deposits by certain persons, firms, and corporations," is constitutional in subjecting to regulation the particular class of persons designated by the statute. The regulation of the business of receiving deposits of money is plainly within the power possessed by the State to regulate the conduct of various pursuits when necessary for the protection of the public. * * * The law, although in a limited degree affecting interstate commerce, is not for that reason a needless intrusion upon the federal jurisdiction or strictly a regulation of interstate commerce, but is to be considered as an ordinary police regulation and therefore not invalid.

Probably the chief reason for the nonenforcement of the bond requirement was the feeling that, even if enforced, the law would be ineffectual in accomplishing any adequate regulation of the immigrant banking business. A law which provides no safeguards other than that of a bond requirement can not, in the judgment of the New York commission of immigration and of the state superintendent of banks, successfully cope with the immigrant banking situation in that State. The public welfare demands a law which shall go further and provide for a careful and stringent supervision and control of all immigrant banking concerns. This is also the opinion of a number of the more responsible immigrant bankers of the State.^e A leading Italian

^a Report of the Commission of Immigration of the State of New York, 1909, p. 32.

^b 115 New York Supplement, 199.

^c 132 App. Div., 925.

^d 196 N. Y., 563.

^e See pp. 328 and 329.

banker of New York City had the following to say with respect to the actual operation of the New York law:

In reality it established no guaranty whatever, for a banker can accumulate many times the amount of the bond in a short while, and then abscond, and the bonding companies escape loss by successfully arguing the unconstitutionality of the law. In another sense it affords no protection, because the comptroller is not empowered to exercise discretion in accepting the bonds offered by the companies. (Nor is he empowered to examine the banks to determine and enforce the bond requirement.) To make it in any way effective the comptroller should be required to look into each case before accepting the bond of any company. The public may rest assured that there is something wrong when the bonding companies demand \$500 and more before bonding certain private bankers, whereas I, one of the largest, pay a premium of only \$77. The larger sum is simply to cover the greater risk. To my certain knowledge these companies have obtained positive information as to the unreliability of a number of bankers whom they have bonded.

An official of the investigation bureau of the Italian consulate at New York was of the opinion that the bond act had worked a positive injury in creating certain new evils in the immigrant banking business. He said that the attention of his bureau was frequently directed to concerns which conspicuously advertised that they were secured in the sum of 75,000 lire (the amount of the \$15,000 state bond), thus giving the impression that the bank was authorized by the State and had deposited this amount as a guaranty. He also called attention to the form of advertising encouraged by the following letter of one of the large New York bonding companies:

If bonded by us you will be permitted to use on your letter heads, business cards, and elsewhere, as follows: This bank is bonded for \$15,000 under the laws of the State of New York by ——— Bonding Company, capital and surplus \$5,000,000, the largest surety company in the world.

The Ohio law was modeled after the New York law, and its operation has been similar. It has proven equally unsatisfactory and ineffective. The amount of the bond required in Ohio is only \$5,000, so the protection afforded immigrant depositors in that State is even less than that provided by the New York law.

DIFFICULTIES OF LEGISLATION.

The greatest difficulty surrounding the enactment of legislation looking to the control of immigrant banks is in framing a law which will reach these concerns without injuriously affecting American private banking interests, and which will, at the same time, stand the constitutional test of nondiscrimination. This was the chief problem confronting the framers of the New York law. The same troublesome question arose in Ohio, as indicated by a letter from the state bank commissioner, in which he says:

It has seemed impossible to make any laws to cover this class of bankers in this State, as laws must be general in their application here, and those made to affect one private banker would affect all of the State.

This problem presented itself in Pennsylvania where an attempt was made to impose certain restrictions upon immigrant bankers. Yet the State of Massachusetts under similar conditions appears to have solved it successfully; and, as stated before, the constitutionality of the New York law has been fully upheld by the court of last resort in that State.

The matter of private banking in general does not enter into this question. Some States have seen fit to regulate private banking, while others have no laws whatever upon the subject. Where such laws exist their provisions ordinarily affect immigrant banks in an incidental manner only. On the other hand, the legislation that is necessary for the proper regulation of immigrant banks is hardly applicable to American private banks, many of which have existed for years and have always been operated by men of integrity. To bring American private banks of this character under the same jurisdiction with immigrant banks is not at all necessary for the protection of the alien. It is believed that, owing to the wide difference in the character and mode of operation of the two classes of banks, laws can be so devised as to regulate the one without injuring the other.

A very considerable difficulty will likely present itself in making any such law universally effective. In the different States there are hundreds of steamship agents, saloon keepers, barbers, boarding-house keepers, and other irresponsible persons who are not bankers in the true sense of the word but who, in a purely personal way, receive deposits for safe-keeping and money for transmission to foreign countries. Any law attempting to regulate the business should cover these small dealers. The evidence, testimony, and opinions in the hands of the Commission clearly indicate that this is essential. But, although the wording of the law should be such as to include all these persons, the fact remains that it will probably never be an easy matter to secure sufficient legal proof that they are conducting such a business in violation of the law. Many of those who do a business of this character, keep no record of their transactions; at least none that may be readily obtained and submitted as evidence. If the proprietor chooses to deny the receiving of deposits it will be a hard matter to secure proof to the contrary. For one thing he may issue no receipts. For another, the clannishness of the foreigner is a positive stumbling block in securing testimony and evidence.

The commissioner of banking of Rhode Island, in a letter to the Immigration Commission, states that although immigrant steamship agencies and others doing a banking business come, in that State, under the head of unauthorized banking, it is usually very difficult to secure convictions, owing to the impossibility of obtaining evidence that will stand in court. These people are all familiar with the law which prohibits their receiving deposits, and they deny that they do a business of this character. The great mass of immigrants, particularly the Greeks and Italians, appear to be under the control of and subservient to the leaders of their race, and these leaders are usually their bankers. Not infrequently these men exercise a powerful political influence which enables them to protect themselves from regulation or detection.

In commenting upon the difficulty, under the New York law, of proving embezzlement or misuse of funds left for transmission abroad, an official of the investigation bureau of the Italian consulate at New York stated that out of 25 or 30 failed bankers against whom the bureau held claims, only 3 have ever been sent to prison, although evidence of fraud against nearly all the others had been obtained.

The greatest difficulty in convicting bankers under this law is that in case of a money order which has not been delivered the plaintiff is compelled to show proof that such is the case. This was found almost impossible inasmuch as the affidavit of the payee that the money has not been received is not accepted by the courts as competent evidence. The payee himself must be present as a witness. The great expense involved in securing such witnesses in itself makes absolute proof practically out of the question. The only other way, according to this informant, in which the guilt of a defendant can be determined legally is to obtain from him a positive statement of specific orders which have not been forwarded. This is readily seen to be an impracticable procedure in most cases, as nearly all bankers would be too shrewd to thus incriminate themselves. In one case, however, the above-named bureau secured such a statement from the embezzling banker.

While this throwing of the burden of proof upon the plaintiff is in accordance with the fundamentals of American law, it has been thought that if the defendant could be compelled to show proof that the money had actually been forwarded or could be compelled to take oath to that effect, conviction in case of his failure to make the remittance would be a comparatively easy matter. But even then loopholes for escape would be possible; for instance, a dishonest banker could forward drafts covering advices of his orders and then secretly direct that such and such an order be held up. The great difficulty in fixing the responsibility under the loose "money-order" system that now prevails, makes such a procedure possible. As it is, a banker may affirm that certain money orders in question have been forwarded, and inspectors would find it exceedingly difficult to secure legal proof to the contrary.

An opposing view of this question was taken by a representative of one of the large banking houses of New York through which money orders of immigrant bankers are advised. In commending the Massachusetts law, this informant stated that his house had been in the habit of furnishing to the commissioner of that State a confirmation of the drafts purchased or remittances made to cover orders advised through it by the immigrant bankers of that State. These data are used by the commissioner as a check upon the statements obtained from the bankers themselves as to the orders which they have issued. This commendable method of administering the law doubtless arises from the commissioner's interpretation of his powers of examination and inspection and illustrates what is possible under liberal provisions. Necessarily the cooperation of the New York banking houses is optional, but it would scarcely be refused.

The foregoing indicates the absolute necessity of adequate machinery for the enforcement of any law aiming at the control of immigrant banks. Officials designated for its administration should be required to make frequent and thorough examinations and should be provided with every facility for that purpose. They should have access to all books and papers, the power to compel testimony under oath, and the right to apply for injunctions, secure the appointment of a receiver, or take such other legal steps as might be necessary. Penalties, with provisions for their imposition, should be made specific, and there should be explicit directions as to prosecutions, some officer being directly charged with that duty.

GENERAL OPINIONS AND RECOMMENDATIONS.

The preponderance of opinion among those who are in a position to speak intelligently on the subject of immigrant banks is that some regulation and the introduction of some element of security are absolutely necessary. The superintendent of banks for the State of New York, in a letter to this Commission, describes the extent and nature of the abuses as follows:

The abuses are most prevalent among foreign bankers doing a steamship and banking business with immigrants and the poorer classes. I should assume that from one million to two million dollars annually are lost to the owners through the operation of such bankers in this State. The operation seems to be somewhat as follows: A private banker will take deposits from his countrymen or moneys for transmission abroad, and on receipt of a sufficient amount to warrant, he absconds.

With respect to possible legislation the writer adds:

Legislation has been suggested not only by the recent Immigration Commission appointed by Governor Hughes, but by others interested, at each session of the legislature for a number of years past, suggesting possible remedies. * * * In my judgment it should be made a penal offense for this class of bankers to take deposits unless securities of a certain value are deposited with some state bureau, insuring financial responsibility, and to some extent preventing those without responsibility from engaging in the banking business. A bond will not accomplish this. Cash or its equivalent should be required.

The bank commissioner of Rhode Island describes the situation in that State as unsatisfactory, and expresses the desire to secure such further legislation as will bring those doing "unauthorized banking," i. e., immigrant operators, under more effective control. The bank commissioner of Ohio, while asserting the need for legislation governing these banks, points out the difficulty in securing a law directly applicable to them alone. The commissioners of New Jersey and Massachusetts, where stringent laws have been passed, report their successful and beneficial operation. In the State of Connecticut restrictive laws went into effect on October 1, 1908. Writing a year later, the commissioner states that these laws have not been operative for a sufficient length of time to determine their efficiency.

It is probable that the bank commissioners in a number of States are not thoroughly familiar with the immigrant banking situation in those States. Replies were received from several commissioners to the effect that there were no immigrant banks within their jurisdiction, whereas this investigation showed a considerable number of such concerns in the States in question. In some of these States, particularly, an important and extensive immigrant banking business was being carried on.

The need for some legislative regulation of the business has been frequently emphasized by immigrant bankers themselves. A Bohemian banker in Chicago, whose bank is incorporated under the laws of Illinois, stated that the numerous frauds that had been perpetrated by so-called bankers of the different races had made it apparent that every kind of banking business should be put under state supervision, but that all propositions to that effect which had been introduced in the state legislature had been defeated by the rural bankers. A prominent Croatian banker of the same city, in urging a law requiring some supervision of such firms as his own, stated that he would welcome such a reform for the reason that it would place

the business on a recognized basis, and enable responsible bankers to draw a line between their business and that of dishonest and irresponsible proprietors.

A Polish banker in St. Louis urged, as a remedy for existing evils, a bond-requirement law, with definite provisions for frequent and thorough inspections. He stated that an effort had been made to enforce in Missouri some such provisions as now exist in New York, but without success. He laid emphasis upon the fact that many of the agents who conduct a steamship and foreign-exchange business are entirely unfit for the position. An Italian banker in the same city urged the establishment of postal savings banks as a solution of the problem. He thought that these would spring into instant favor, not only among the Italians, but among all immigrant races. Several immigrant bankers also concurred in this opinion.

A Hebrew banker in Kansas urged the imposition of some obligation, such as a bond, upon all firms doing a foreign-exchange business. He thought that such a procedure would eliminate the irresponsible grocer and saloon keeper from the business.

A leading Magyar banker in the coal region of western Pennsylvania pointed out the insecurity of the immigrant private banking system, deplored the fact that known swindlers, bankers whose business had been broken up elsewhere, clerks who had been dismissed for dishonesty, and other irresponsible persons whose fraudulent operations and failures were a serious reflection upon honest bankers, should be allowed to conduct such a business, and advocated the imposition of a bond requirement, to be regulated or graded according to the amount of business done. In this way big bankers, on whom the \$15,000 surety bond of the New York law would rest lightly, would be compelled to incur such obligation as would do away with the possibility of collecting in a few days' time enough deposits or money for transmission to more than equal the amount of their bond.

An Italian banker in the same region denounced in vigorous terms the looseness and insecurity of the immigrant banking system as it now exists. He condemned, as destroying the dignity of the office, the lack of legal restriction which allows an alien fugitive from justice, a laborer dismissed for theft, or a clerk let out for dishonesty, to set up as a banker. He affirmed that he would heartily indorse any movement to bring the immigrant bank under state regulation. This banker favored a state license for all persons doing an immigrant banking business, the issuance of the license to be made contingent upon the applicant's ability, property holdings, and general standing in the community. He thought a bond requirement should also be imposed.

A Slovak banker in the same section claims that under the present laws of the State any irresponsible grocer or saloon keeper can establish a business of this character, and that these establishments "spring up like mushrooms to flourish until wiped out of existence by a panic such as recently." It is his opinion that no one should be allowed to conduct a bank unless he has become a citizen of this country and possesses a certain amount of property. He also advocates a bond requirement.

A representative of a national bank in one of the cities of Pennsylvania stated that the unsoundness and irresponsibility of the immigrant banking system have been a matter of consideration among the reputable bankers of that city. At one time an effort was made to secure state regulation of the business, but the bill which was introduced was defeated, partly because of the fear that its enactment would injure American private interests and partly through the political influence of the immigrant bankers.

In Ohio the subject has received considerable attention. Conditions in Cleveland became so bad as to lead to an investigation of irresponsible private banks by the chamber of commerce. Its report advocated a bond requirement similar to that existing in New York. A law resulted imposing a surety bond of \$5,000 upon all those engaged in selling steamship tickets in connection with the business of receiving money for transmission abroad. Various informants in Cleveland, including a member of the investigating committee and a responsible firm of steamship agents, described conditions in Cleveland as among the worst in the country, and advocated more stringent laws regulating the immigrant banker.

A Magyar banker in the same city declared that the surety bond provision was ineffectual in preventing fraud. He pointed out that such a bond was easily obtained, and that it was rarely sufficient to cover more than a fraction of the total business done. This banker thought a cash bond, minimum \$5,000, to be the only efficient remedy. He deplored greatly the loose laws which permit every saloon keeper and every stranger that comes along to do a banking business. He cited the methods of a certain reputable New York house, and expressed the opinion that swindles and fraud must often result from the free and generous way in which this concern sends out its money-order blanks. In case of misappropriation on the part of the correspondent the house itself incurs no loss, and it can therefore afford to be lax in its requirements. It is inevitable that such loose methods, with their consequent fraud, reflect seriously upon those inclined to conduct an honest business.

An officer of a large banking house in Indianapolis, Ind., after reciting a number of instances of fraud practiced by immigrant bankers, concluded that any legal remedy of these evils would be extremely difficult of operation on account of the political power held over the ignorant foreigners by their banker leaders.

An Italian banker in New York State, in commenting upon the fact that the immigrant banking business ought to be subjected to regulation and surrounded by safeguards for the patron, emphasized the need of some property qualifications as a restraining force upon the proprietor. A newspaper editor of the same race at one time waged an aggressive fight against the Italian banks of the community in which he lived. He asserted that they came into existence without authority of law; that they were unsafe and in danger of failure at any time with absolutely no guarantee or recourse for the depositor, and that money received for transmission abroad was sometimes kept for weeks and used by the bankers in their own interests. While his fight against these banks was to a considerable extent a personal one, he nevertheless expressed himself as sincere in his desire

to see all such banks placed under a heavy cash bond and strict regulation.

Comprehensive recommendations for the regulation of the immigrant banking business were submitted by an Italian banker in New York City. He advocates as follows:

(1) That each private banker of this class be licensed by the State only after thorough examination of his record and his standing and upon his ability to show possession of property of a specified value; or if such banker be already established in business, that such license issue only upon an examination of the banker's books to determine his ability to account for such money as had been intrusted to him.

(2) The issuance of this license should be made contingent upon the deposit with the State by the banker of a certain guaranty in cash or securities, conditioned upon the faithful holding, repayment, and transmission of deposits or money left for transmission.

(3) After being licensed, each banker should be required to file reports, and a frequent examination of his books to determine the accuracy of the same should be provided for.

(4) The amount of deposits any one banker may receive should be limited according to the amount of property or capital he holds, and all bankers using these deposits for loans or investments should be required to keep a certain per cent in reserve.

(5) A license fee should be collected.

The commission of immigration of the State of New York made a thorough investigation of the immigrant banking situation in that State. In submitting its recommendations for the enactment of legislation regulating immigrant banking concerns, the commission felt the necessity of a law which would cover such concerns in an effective manner without at the same time injuriously affecting "the numerous private banks in the financial centers of the State, which have existed for many years and have in the main been conducted by men of the highest integrity." Two plans were presented. The first recommended the enactment of a law prohibiting the receipt for deposit of sums less than \$500, or the receipt of money for transmission in amounts less than \$500, except by banks or trust companies incorporated under the existing banking law; provided, however, that incorporation should not be necessary where a bond in the penal sum of \$100,000 had been filed, or securities for a like amount in lieu thereof been deposited with the banking department. Such a law would undoubtedly affect, and perhaps seriously, certain of the smaller, but nevertheless entirely responsible, private banks existing in the State of New York.

The alternative and less drastic measure recommended by the commission contains the following features: (a) The possession by the banker of assets amounting to at least \$25,000 in excess of liabilities; (b) the issuance of a license dependent upon requisites of capital, character, and reputation; (c) the deposit by the banker with the state banking department of cash or securities to the amount of \$25,000, or of a bond in the penal sum of \$25,000; (d) the filing of special and quarterly reports; (e) periodical examination by the banking department of bankers who file a bond in lieu of making a deposit of cash or securities; (f) regulation by the banking department of the character of investments; (g) provision that all money

received for transmission be forwarded within five days from its receipt; (*h*) the shifting of the burden of proof of transmission upon the banker; (*i*) regulation of the use of the word "bank" and equivalent terms. The complete text of both of these plans is submitted herewith as Appendix X of this report.

After the presentation to Congress of the Immigration Commission's report on Immigrant Banks, and while it was still in the hands of the printer, a bill embodying practically all of these recommendations of the New York commission of immigration was passed by the New York assembly. The new law, which is printed in full as Appendix XI of this report, is a comprehensive statute directed against the main evils of the immigrant banking business, and deserves careful attention.

At the same time this law was enacted, the New York legislature also passed a law for the regulation of steamship ticket agents. Because of the close relation between steamship ticket agents and immigrant bankers, the latter law, which is printed as Appendix XII of this report, will be of interest.

CONCLUSION.

In many localities visited a keen interest was shown in the problem of regulating immigrant banks. Many of the persons interviewed who had no definite recommendations to make, nevertheless expressed a sincere desire to see these institutions placed under some effective control and supervision. It is significant that many of the bankers themselves stated that they would welcome restrictive measures. In the opinion of this Commission some regulation is imperative. Under the present immigrant banking system, hundreds of thousands of dollars annually have been lost to depositors. Unless remedies are applied, the same conditions will continue to prevail. The seriousness of the situation may be clearly seen by a consideration of the class of people upon whom this loss falls. It is the savings of the immigrant laborer which are swept away. It is true that these savings are small, but they represent all the fruits of his labor over a long period of time. The failure or abscondence of an immigrant banker brings disaster to the very class of depositors that can least afford to be exploited. His dishonesty means the ruin of a much greater number of persons than would the defalcation of a banker dealing with any other class. The methods by which some security can be imposed are worthy of deep consideration.

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APPENDIX I.

OUTLINE OF INFORMATION OBTAINED FROM BANKS EXAMINED.

1. Name of bank?
2. City?
3. Street and number?
4. State?
5. Name of proprietor?
6. Date of establishment?
7. Branches, and where located?
8. Names and locations of correspondents in the United States?
9. In connection with banking business, what other business is conducted?
 - (a) Foreign exchange?
 - (b) Money exchange?
 - (c) Ticket office?
 - (d) Employment agency?
 - (e) Saloon?
 - (f) Boarding house?
 - (g) Hotel?
 - (h) Store?
 - (i) -----?
10. If no other business is conducted, indicate any in which the proprietor is financially interested.
11. Is the bank incorporated?
 - (a) If so, under what law?
 - (b) Date of incorporation?
 - (c) Name and races of officers?
 - (d) Number of stockholders?
 - (e) Name and race of principal stockholders?
12. If not incorporated, what protection have stockholders and patrons? What authorization, supervision, or examination?
13. Capital subscribed?
 - (a) Paid in?
14. Detailed statement of assets and liabilities?
 - (a) Assets?
 - (b) Liabilities?
15. Races with which business is done?
16. Methods of securing business?
17. Does the bank act as agent for its customers dealing with other institutions?
 - (a) Name and location of such institutions?
 - (b) What is charged for such service?
 - (c) How promptly is money forwarded?
18. Method of bookkeeping?

DEPOSITS.

1. Is money received on deposit?
2. Are deposits subject to check?
3. Rate of interest allowed?
4. Amount of deposits at present?
5. Number of depositors?
6. Total deposits during year?
7. What form of receipt or evidence is issued?
8. Does bank care for its own deposits? Use to which they are put?

SAFE-KEEPING.

1. Is money taken for safe-keeping?
2. Amount on hand?
3. Number having money in the bank for safe-keeping?
4. Amount received for safe-keeping during the year?
5. What form of receipt is issued?

FOREIGN EXCHANGE.

1. On what foreign countries are drafts or bills of exchange issued?
2. Rate of commission?
3. Amount issued during the year?
4. Name and location of foreign correspondents?
5. If drafts or bills of exchange are not issued, is money received for the purchase through others?
6. Through what banks?
7. Amount so received during year?
8. Rate of commission?
9. Method of transmission?
10. Frequency of transmission?

MONEY CHANGING.

1. Amount of foreign money exchanged during year?
2. Rate of exchange?
3. What extra commission was charged?

LOANS.

1. Rate of discount?
2. To whom are loans made, and for what purpose?
3. On what security are loans made?
4. Amount outstanding according to races?

APPENDIX II.

NUMBER OF ITALIAN BANKS AND ESTIMATED ITALIAN POPULATION IN VARIOUS STATES.

[Compiled from the report of the Bank of Naples for 1908.]

State.	Centers of Italian population. ^a	Estimated Italian population of these centers.	Number of Italian banks.
Alabama.....	1	1,000	2
California.....	6	48,200	7
Colorado.....	3	19,500	4
Connecticut.....	6	41,000	26
District of Columbia.....	1	3,000	.....
Florida.....	1	7,000	.....
Illinois.....	8	84,400	20
Louisiana.....	2	16,000	2
Maine.....	1	2,000	3
Maryland.....	2	16,000	1
Massachusetts.....	10	65,310	25
Michigan.....	6	21,200	7
Minnesota.....	5	7,100	2
Missouri.....	2	13,500	6
Montana.....	1	3,000	b 1
Nevada.....	.....	(c)	b 1
New Jersey.....	15	152,600	33
New York.....	26	590,300	364
Ohio.....	6	29,000	16
Oklahoma.....	1	1,500	1
Oregon.....	1	5,000	1
Pennsylvania.....	28	154,500	138
Rhode Island.....	3	24,800	14
Texas.....	6	9,480	.....
Utah.....	.....	(c)	b 1
Virginia.....	2	2,000	.....
West Virginia.....	.....	(c)	b 2
Wisconsin.....	3	10,800	3
Wyoming.....	.....	(c)	b 2
Total (for States enumerated).....	146	1,328,190	684

^a Having an Italian population of 1,000 or more.^b Correspondents of the Bank of Naples only; there are probably other Italian banks.^c Not estimated.

APPENDIX III.

TRANSLATION OF A READING NOTICE.

[In Magyar.]

The Hungarian Government is extremely solicitous about establishing such a banking house as can best protect the interests of the American Hungarians and assure us that we will not be exposed to the practices of pernicious impostors.

It is an undeniable fact that in this broad land our earnings are subject to much abuse, but in our opinion this happens most of the time through our own carelessness.

We have banking houses that through a long series of years have deserved our complete confidence and that are now deserving of consideration in our diverse affairs. Out of these shiningly appears one, -----, banker of Pittsburg, who has acquired renown not only by deserving our trust through two decades as banker, money transmitter, notary public, steamship, and railroad ticket agent, but also as our protector, defender, and supporter of those churches in which, in our own language, we worship the God of the Hungarians.

There are many other established institutions serving the interests of the Hungarians which are connected with the name of Mr. ----- Among these others we mention that he was the founder of the ----- Savings and Trust Company, -----, Pa., which has proven in its one year of existence that there is business enterprise among the Hungarians and that we know how to appreciate such an institution, where we are able to transact our banking business in a house of our own making and under State control. Not only the Hungarian stockholders and directors, but all Hungarians, may be proud of such an institution, the capital and surplus of which amounts to \$175,000, and deposits to \$150,000.

The Hungarians understand the watchword. Surely their experiences, the scandals, and frequently the woeful abuses of their earnings have convinced them—sad to say only after the calamity has ensued—that the banker who abuses their confidence has no capital and offers no kind of security.

So the banking houses of -----, such as the ----- Savings and Trust Company, at -----, Pa., do indeed fight against the "fake banks" and fraudulent agents; and proceeding on such a safe basis, the Hungarians will, in the first place, be ultimately able to own for themselves one of the strongest banking houses in the United States, while, on the other hand, the multitude of abuses will stop—the abuses which reduce so many men to misfortune and beggary, because by them they lose the fruits of so many years of hard labor, their further disposition to work, and all their happiness.

We congratulate Mr. ----- on his successful undertaking and wish that his banking houses at ----- Avenue, Pittsburg, and ----- Avenue, -----, Pa., as well as the ----- Savings Bank and Trust Company, of -----, Pa., may flourish; that under its protecting wing the prosperity of our people shall find encouragement.

APPENDIX IV.

SPECIMEN NEWSPAPER ADVERTISEMENTS OF ONE BANKER IN NEW YORK CITY.

(1)

New York. -----, Pa. -----, Pa.

-----, banker and notary public (ex imp. and royal consular agent). The most reliable money-transmitting banker in America. Sells ship tickets for all lines at the original cheap prices. Write to him for advice in any affair to the following address:

----- St., New York.

(2)

FREE OF CHARGE.

To him who sends me five cents in stamps for postal and packing expenses I will at once send the booklet entitled:

“USEFUL GUIDE,”^a

Which is needed by all my countrymen, because it gives advice in all the diverse and manifold affairs of life and contains much other useful information.

-----, banker, ----- St., New York City.

(3)

New York.

-----, Pa.

-----, Pa.

-----, Banker.

Ex imp. and royal consular agent.

The most reliable and most prompt banking business for ship tickets, money transmittal, and notary public matters.

Letter address:

----- St.

-----,
New York, N. Y.

(4)

He who sends me the addresses of countrymen living in his place receives from me free of charge a chart of Hungary, or of the United States, or a nice reading book. -----, banker, ----- St., New York.

APPENDIX V.

PARTIAL TRANSLATION OF A GUIDE BOOK.

[In Magyar.]

The family circumstances and business or economic conditions of Hungarians living in America make it often necessary that the countrymen here shall make a voyage to the old country, or vice versa, that they shall send for their family members left at home—their wives, children, or relatives in the old country.

For the latter purpose just now is a proper time, because in all parts of America there is much labor, and laborers are scarce. The two years which are to follow are going to be better than any others known in America. To send for those who are able to work and for the family members who can lighten the performance of the work seems to appear, therefore, economically very advantageous.

It is a command of common sense to prepare betimes and to be careful and deliberate about such an expensive and time-consuming voyage.

Preeminently the plan of voyage must be prepared well in advance, the indispensable ship ticket must be purchased, and a person who shall safely guide must be provided for—one who shall wait at the railway and ship depots, who can afford protection against extortion of vicious beguilers, and who points out the way, lest the countryman, especially he who does not speak English, expose himself to the danger of losing his passage, because all the tickets for the ship just about to sail have been purchased by others, so that he is compelled to tarry for weeks and squander the bit of money saved for his sustenance or to fall into the hands of unconscientious swindlers, cheaters, and thieves who will rob him of everything, even before he gets on board ship.

And especially do I recommend to my esteemed countrymen to turn to me for ship tickets for the reason that I take under my supervision, upon their arrival

^aA translation of a part of this instructive booklet is given as Appendix V.

here in New York, the passengers of those of my countrymen who come on tickets which have been bought of me. My man will wait for them at the depot and guide them to their relatives. I provide for rigorous defense so that these passengers shall not suffer losses during their stay in New York at the hands of the horde of shrewd cheaters and reckless thieves.

If the countryman preparing to travel home will write me at what hour and on what railroad line he starts, then my reliable man will wait for him at the depot here and will conduct him to my office.

In order to find one another I shall send to each of my honorable countrymen a green button, with inscription, which he is to put in the buttonhole of his coat in a visible place when he arrives, and from which he will be easily recognized by my representative, or directed by the policeman upon request.

My representative will take with him the original letter written to me by my honored countryman who wishes to travel, and will show the same. It can be positively recognized from this as to who my genuine representative is. There are many fake agents and fraudulent guides, also, who, by using my name, take charge of, cheat, and injure the passenger, but they have no letter to identify them.

As to the manner in which my countrymen may arrive at my office, ——— street, I give instruction in a separate chapter.

Therefore those countrymen who want to return to the old country should, for their own best interest, call on me personally or write to my office in New York, ——— street, and do that at least two weeks before the day on which they plan to start.

Similarly, those who wish to send for their wives, children, or other relatives left at home and who, under the influence of the present favorable labor conditions, wish to send them passage tickets should write to me for this purpose. I answer the letters of everyone promptly and conscientiously. I give the proper information and send the complete and certified list of the boats and time-table, from which it may be found when and what boats start from New York homeward, or contrarily from European ports here, and what the price of the different tickets is at the time of embarking.

The passenger for whom ticket has been purchased of me will not be sent back from New York without reason, because I live in New York and take the utmost care of the passengers who travel upon tickets which I have furnished. Particularly, if a relative or acquaintance of some of my customers is detained in New York, * * * the latter should write me immediately, giving me the full name of the passenger and of the ship on which he arrived. I do not mind the trouble, and I will get his passenger out.

While in the act of planning the voyage and of buying the tickets I can not sufficiently warn my countrymen against listening to swindlers, who lack all connections and who are in no official touch with the steamship lines. Do not listen to individuals who offer ship tickets too cheaply, because they guide in a wrong direction and as a final resort cause so great an amount of postpayment to be made that even with the half of it the goal could have been gained comfortably and free of molestations. I warn my countrymen to choose with care amongst those who offer themselves as guides, and also not to intrust to anyone, either on the railroad or at the depot, the trunk or package or check (number) or money, but keep it with yourself, and do not go to the lodging houses offered by unknown men, who force themselves upon you. Do not go into pleasure places, because you will be imposed upon. Remember, for instance, that in New York itself many thousands is the number of those who live only out of what they fraudulently obtain from the foreigners. They either misuse the credulous Hungarians or directly rob them.

In America I am the oldest Hungarian banker and steamship ticket agent. I sell steamship tickets from here to Europe—to the old country—or vice versa, from the old country here to America, on the best and fastest boats and for the same original cheap rate as the steamship companies themselves. Yes; because I am the officially appointed agent of all steamship companies. Therefore I sell tickets for the best, fast-sailing mail vessels to Bremen, Hamburg, Antwerp, Rotterdam, and Fiume, as well as for traveling through England. By reason of my direct connection with the steamship companies no one can sell tickets for a cheaper price than I, because he who turns to me for steamship tickets receives at the same time lodging at my place—can make himself at home, as one of the family, and be in perfect safety.

Should, by accident, my man not be there at the arrival of my honored countryman, do not go away from the depot for the payment of a few

cents telephone line at my office, and my commission man will immediately go after you. My telephone number is _____. Show this line in the telephone office in the depot.

I do not here publish the ticket prices, because they change from time to time. * * *

I request the countryman who wishes to buy his steamship ticket in advance kindly to send inclosed with his letter an advance of \$3, so that I can secure for him place on the described ship.

APPENDIX VI.

TRANSLATION OF THE NEWSPAPER ADVERTISEMENTS OF TWO ITALIAN BANKERS.

I.

BANKER AND NOTARY PUBLIC.

Steamship ticket agent and cambist. Money sent to all the provinces of Italy through the better houses of the day.

FINE GROCERY—WHOLESALE AND RETAIL.

Italian interpreter—Transfer agent.

----- ave.,

-----, Pa.

II.

(Pittsburg, Pa.)

----- AND Co.

BANKER AND EXCHANGE BROKER.

Ticket agent for all the steamship companies.

Drafts and orders on all the corporations of Italy.

The best discounts of the day allowed.

Bank at No. ---- st., New York City.

A fine stock of American and imported products.

Specialties: Pastry, Cheese, Eggs, Italian Conserves.

Wholesale and Retail.

----- ave.,

Pittsburg, Pa.

APPENDIX VII.

TRANSLATION OF FOUR ADVERTISING CIRCULARS.

[In Magyar.]

Circular No. 1.

Telephone No. -----

Cable address -----

MAGYAR BANKER.

NOTARY PUBLIC.

Authorized representative of all the steamship lines and of the ----- R. R.,

----- st., -----, N. Y.

Branch ----- st., -----, N. Y.

Steamship tickets for the best express and mail steamers to Europe, or from there to America at the original prices of the steamship companies.

Money transmission to all parts of the world are delivered to the addressee in eleven days.

Power of attorney, buying and selling of contracts, registry of mortgages, or any kind of law matters are settled most cheaply by me.

I give advice in any kind of matters free of charge.

Very esteemed countrymen:

The chief purpose of my business is to endeavor with all my power to protect my countrymen here from the old country against suffering losses and to offer them means of transmitting their money—earned here by the sweat of the brow—safely and most quickly to their families or relatives left at home; that when traveling hither to America or hence to the old country they shall not be exploited by imposters and extorters, but be watched over until such time as they reach the end of their journey.

I have reached the point, through my great experience and connections, where I am able promptly and continually to serve, at the smallest expense, my countrymen who turn to me.

If, therefore, you wish to travel in the old country notify me with the inclosed envelope on what day and what train you depart, and I will meet you at the New York depot, conduct you to my office and take care of you; then I will accompany you to the boat and through my agents will guard you until you reach home.

If you would send passage tickets to the old country, then I will, in detail, notify the passenger how to travel; I will recommend him to the attentions of my trusted representatives at the European ports, and when he arrives in America I will direct him to the place to which he is bound.

If you transmit money through me to the old country I will forward the same to its place of destination on the day of its arrival, and at the cheapest daily price, so that it will be in the hands of the addressee in eleven days at the latest, upon which I will send you, without request, the original delivery receipt.

If you have legal or other affairs of any nature here or in the old country, turn to me with your confidence, because I will settle them for you promptly; more to the point, I will have them settled by my lawyer and will serve you with the best and most conscientious advice.

In order that my countrymen may obtain information along these lines cheaply and well, I keep a store with a great selection of reading matter.

I transmit deposits for interest to any Hungarian banking institution and to the Hungarian Royal Postal Savings Bank.

To deserve further the approval of my countrymen, and to reach the highest point of efficiency, I request you to patronize me with united and allied zeal, and to impart to me the addresses of your friends, for which I will surprise you with a nice present for over 25 addresses sent to me.

I remain, with patriotic greetings,

Circular No. 2.

[Same heading as No. 1.]

If you would transmit money, fill out this sheet carefully.

The remitter's name in full.....

Name of place from which money is sent.....

How much money do you send?.....

To whom do you send the money?.....

Name of the community to which you send it.....

Last post-office address of the person to whom the money is to be paid.....

(Signature.)

You must inclose with this the money order which you receive at the post-office upon presentation of the No. 1 inclosed (application for money order) with my name provided, and after payment at the post-office I transmit the money home in eleven days.

Circular No. 3.

[Same heading as No. 1.]

Esteemed Countrymen:

I take pleasure in recommending to your attention the money-forwarding price list below, according to which I forward the amount sent to me most quickly and most safely to the address given by you.

You will convince yourself, if you send money through me once, that you will be my steady customer, and you will recommend me to your friends.

....Kronen	\$....	....Kronen	\$....	....Kronen	\$....

Circular No. 4.

[Same heading as No. 1.]

Esteemed Countrymen:

Have the kindness to fill out this page with the names and addresses of my countrymen living there, and mail the same to me.

I will send you for your trouble a nice and useful present.

Name.	State.	City.	P. O. box.

APPENDIX VIII.

TRANSLATION OF ONE SOLICITING CIRCULAR.

[In Magyar.]

To my Esteemed Confidors:

From many sections have I received inquiries regarding the present situation in Hungary. Throughout the inquiries I have observed distrust on account of the confused political conditions. I am induced, therefore, to notify you that the conditions in Hungary have no influence on the transmission of money.

Everybody may send money safely, as hitherto, because, even if circumstances should become worse, the assigned money can not be lost, as I am personally responsible and will repay it should payment at bank not be executed. However, if some of you would refrain from sending money, you may do as others do and "safe keep" it with me, disposing of the same when circumstances alter.

All receive for their money a deposit book. They can withdraw the deposited amount at their pleasure, may forward it home, or do what they will with it at any time.

Expecting, accordingly, your commission, I remain, with good will to all of you,

APPENDIX IX.

TRANSLATION OF A LETTER HEAD.

[In Italian.]

The office of the bank is found in the proprietor's palatial building, which contains 60 rooms for use by private families as a hotel, with which is connected an elegant

House founded in 1885.

Telephone ———.

BAR ROOM,

stocked with many choice liquors, Imported and Domestic.

Payment by Telegraph.

Deposits at Interest.

Passage tickets on all the Italian lines.

Banker and Cambist,
Steamship Ticket Agent,
Proprietor and Publisher of

"—————,"

————— Avenue.

—————, PA., ——— 190 .

APPENDIX X.

PROPOSALS OF THE COMMISSION OF IMMIGRATION OF THE STATE OF NEW YORK FOR THE REGULATION OF PRIVATE BANKS.

A.

By prohibiting the receipt of deposits in sums of less than \$500, or of money for transmission in lesser amounts than \$500, except by banks or trust companies incorporated under the existing banking law, and subject to all of the provisions of the banking law: *Provided, however,* That incorporation shall not be necessary where a bond in the penal sum of \$100,000, approved as to form and sufficiency of the sureties by the superintendent of banks, shall have been filed, or securities for like amount, in lieu thereof, shall have been deposited with the banking department as hereinbefore suggested, by the person or persons engaged in conducting a private banking business. This would require of each incorporated bank a capital of not less than \$25,000 where the business is transacted in a village, incorporated or unincorporated, whose population does not exceed 2,000; of not less than \$50,000 where the business is transacted in a city, village, or town whose population exceeds 2,000 but does not exceed 30,000, and of not less than \$100,000 when the business is transacted elsewhere.^a

B.

(1) The requirement that no firm or individual should be permitted to carry on a private banking business unless possessed of assets amounting to at least \$25,000 in excess of liabilities.

(2) Those desiring to engage in the business should apply to the banking department for a license therefor, which should only be issued on satisfactory proof, under oath, that the applicant is possessed of the required amount of capital and that he is of good character and reputation.

(3) If the certificate is granted, the person or persons obtaining the same should deposit with the state banking department either the sum of \$25,000 in cash or in securities of the kind in which savings banks are permitted to invest,

^a Report of the Commission of Immigration of the State of New York, p. 35.

or a bond in the penalty of \$25,000, containing the same conditions as the \$100,000 bond above referred to.

(4) The banker should file with the banking department quarterly reports under oath; and at other times, whenever thereunto requested by the banking department, make a full disclosure of all assets and liabilities in accordance with the requirements of the banking department.

(5) The money or securities deposited with the banking department and the money which, in case of default, might be recovered on the bond filed in lieu of such deposit, would constitute a trust fund for the benefit of depositors and those delivering money to the banker for transmission, and these classes of creditors should be entitled to preference over other creditors of the banker in the event of his insolvency.

(6) The banker failing to make a deposit of cash or securities, but who, in lieu thereof, has filed a bond, should be subject to a periodical examination by the banking department, the expense of which should be borne by the banker; and if on examination it should appear that the banker is insolvent, or that his capital is impaired, or that the further continuance of the business is deemed unsafe, the superintendent of banks should be authorized to take proceedings for the winding up of the business of the banker similar to those which are provided in the case of banks now within the jurisdiction of the banking department.

(7) The banking department should be given the power to regulate the character of the business which these bankers may conduct and of the investments in which their capital may be placed.

(8) Any false statement contained in the sworn application to do business, or in the sworn report made to the banking department, should be deemed to constitute perjury, and punishable as such; and any person engaging in the business of banking or in the receipt of deposits or the transmission of money without a certificate or without having given the bond for \$100,000, above specified, should be deemed guilty of a misdemeanor, and punishable by imprisonment for one year.

(9) To provide against certain features of this species of banking, which are especially troublesome and annoying, a provision should be made that all money received for transmission should be forwarded within five days from its receipt, and noncompliance with this requirement should be made a misdemeanor.

(10) To meet a serious practical difficulty in making proof in an action brought against a banker on a claim based on his alleged failure to forward money received for transmission abroad, it should be provided that in such an action proof of payment to the banker for transmission abroad of a sum of money should shift the burden of proof to the banker, who should thereupon be required to show that the money so received has in fact been paid to the person to whom it was to be transmitted. Proof by affidavit of the foreign correspondent of the banker receiving such money for transmission, verified before a United States consular officer, and having attached thereto a receipt from the Post-Office Department, or from the person to whom such money shall have been transmitted by such foreign correspondent, evidencing the fact of transmission, should be deemed sufficient evidence to again shift the burden of proof to the plaintiff.

(11) All persons except those to whom a certificate to conduct the business of banking is issued, and except those executing the bond or depositing securities for \$100,000, above referred to, who shall, on any sign, letter head, advertisement, or publication of any kind, use the word "bank" or "banker" or any equivalent term, in any language, in connection with any business whatsoever, should be deemed guilty of a misdemeanor.^a

^a Report of the Commission of Immigration of the State of New York, pp. 35-37.

APPENDIX XI.

NEW YORK STATUTE OF 1910 AMENDING THE GENERAL BUSINESS LAW
IN RE PRIVATE BANKING.

CHAP. 348.—An act to amend the general business law in relation to private banking, and to repeal article ten thereof relating to ticket agents.

[Became a law May 23, 1910, with the approval of the governor. Passed, three-fifths being present.]

The people of the State of New York, represented in senate and assembly, do enact as follows:

SECTION 1. Chapter twenty-five of the laws of nineteen hundred and nine, entitled "An act relating to general business, constituting chapter twenty of the consolidated laws," is hereby amended by inserting therein a new article, to be article three-a thereof, to read as follows:

Article 3-a.

PRIVATE BANKING.

- Section 25. Licenses, bonds, and deposits.
 26. Books to be kept and records to be made; revocation of licenses.
 27. Penalties for conducting business without license, et cetera.
 28. Perjury.
 29. Penalty for failure to make reports.
 29a. Discharge and renewal of bonds, substitution of securities, et cetera.
 29b. Burden of proof in actions against licensee.
 29c. Time within which money is to be transmitted.
 29d. Exceptions.
 29e. Construction of this article.
 29f. Additional penal provision.
 29g. Bureau of licenses.

SEC. 25. *Licenses, bonds, and deposits.*—Except as provided in section twenty-nine-d, no individual or partnership shall hereafter engage directly or indirectly in the business of receiving deposits of money for safe-keeping or for the purpose of transmission to another or for any other purpose in cities of the first class without having first obtained from the comptroller a license to engage in such business. Before receiving such license the applicant therefor shall file with the comptroller a written statement in the form to be prescribed by the comptroller and verified by the individual or members of the firm making the application, showing the amount of the assets and liabilities of the applicant, designating the place where the applicant proposes to engage in business, that the applicant has been, or, if the applicant shall constitute a partnership, that a majority of the members thereof having a controlling interest in the business of such partnership have been continuously for a period of five years immediately preceding the date of such application resident in the United States. Such applicant shall at the same time deposit with the comptroller ten thousand dollars in money or in securities, which shall consist of bonds of the United States, of this State or of any municipality thereof, or other bonds approved by the comptroller, and if a deposit of securities shall be so made in lieu of ten thousand dollars in money, the comptroller shall thereafter require the applicant to maintain such deposit at all times at a value which shall equal the sum of ten thousand dollars. In addition thereto there shall be presented to the comptroller a bond to the people of the State of New York, executed by the applicant and by a surety company approved by the comptroller, conditioned upon the faithful holding of all moneys that may be deposited with the applicant, in accordance with the terms of the deposit and the repayment of such moneys so deposited and upon the faithful transmission of any money which shall be delivered to such applicant for transmission to another, and in the event of the insolvency or bankruptcy of the applicant, upon the payment of the full amount of such bond to the assignee, receiver, or trustee of the applicant, as the case may require, for the benefit of the persons making such deposits and of such persons as shall deliver money

to the applicant for transmission to another. The penalty of the bond shall be a sum fixed by the comptroller, which shall not be more than fifty thousand dollars nor less than ten thousand dollars. In lieu of the aforesaid bond the applicant may deposit and the comptroller shall accept money and securities of the character above described. The money and securities so deposited shall be held on the conditions specified in the aforesaid bond. If securities be deposited in lieu of the aforesaid bond, and be accepted as hereinafter provided, the comptroller shall require the applicant to maintain such deposit at a value equal to the amount fixed as the penalty of the bond, in lieu of which such money and securities shall be so deposited. Upon the receipt of such application the comptroller shall cause to be posted upon a bulletin to be maintained by him in his office, in a place accessible to the general public, at noon of the succeeding Friday, the name of the applicant and whether individual or partnership and the proposed business address designated in the application. After notice of the application shall have been so posted for a period of two weeks he may in his discretion approve or disapprove the application. In the event of his approval he shall accept the money, securities, and bond, if there be one, and hold them for the purposes herein set forth, and shall issue a license authorizing the applicant to carry on the aforesaid business at the place designated in the application and to be specified in the license certificate. For such license the licensee shall pay a fee of fifty dollars. Such license shall not be transferred or assigned. It shall not authorize the transaction of business at any place other than that described in the license certificate, except with the written approval of the comptroller. Immediately upon the receipt of the license certificate issued by the comptroller pursuant to this article the licensee named therein shall cause such license certificate to be posted and at all times conspicuously displayed in the place of business for which it is issued, so that all persons visiting such place may readily see the same. It shall be unlawful for any person or partnership holding such license certificate to post such certificate or to permit such certificate to be posted upon premises other than those designated therein or to which it has been transferred pursuant to the provisions of this article, or knowingly to deface or destroy any such license certificate. If it shall be established to the satisfaction of the comptroller, in accordance with rules and regulations by him prescribed, that an unexpired license certificate issued in accordance with the provisions of this article has been lost or destroyed, without fault on the part of the holder, the comptroller shall issue a duplicate license therefor. The money and securities deposited with the comptroller, as herein provided, and the money which in case of default shall be paid on the aforesaid bond by any applicant, or the surety thereof, shall constitute a trust fund for the benefit of the depositors of the licensee and of such persons as shall deliver money to such licensee for transmission to another, and such beneficiaries shall be entitled to an absolute preference as to such money or securities over all general creditors of the licensee. Such money and securities shall in the event of the insolvency or bankruptcy of the licensee be delivered by the comptroller on the order or judgment of a court of competent jurisdiction to the assignee, receiver, or trustee of the licensee designated in such order or judgment. The comptroller shall keep a book or books, in which the licenses granted and the bonds filed shall be entered in alphabetical order, together with a statement of the date of the issuance of the license, the name or names of the principals, the place where the business licensed is to be transacted, and the name of the surety company upon the bond filed, and the amount of all moneys and a description of all securities deposited, which record shall be open to public inspection. The comptroller shall cause to be printed annually on the first day of January and distributed upon application, a list of all licenses granted and remaining unrevoked. The comptroller shall from time to time pay over to each such licensee all moneys received by him as interest upon any moneys or securities deposited in accordance with the provisions of this article.

SEC. 26. *Books to be kept and records to be made; revocation of licenses.*— Each licensee shall keep books of account showing full and complete records of all business transacted and a full statement of all assets and liabilities, and shall four times in each year as of such days as the comptroller shall designate by a notice to be posted on the bulletin in his office and by written notice delivered at the place of business of such licensee or deposited in the post-office in a postpaid wrapper directed to him by such place of business, file in the comp-

troller's office within ten days after the date of such notice, a written statement under oath in such form as shall be prescribed by the comptroller, showing the amount of the assets and liabilities of the licensee, which report shall be accessible to the public at all reasonable times. The license issued shall be revocable at all times by the comptroller for cause shown, and in the event of such revocation or of a surrender of such license, no refund shall be made in respect of any license fee paid under the provisions of this article. Every license certificate shall be surrendered to the comptroller within twenty-four hours after notice in writing to the holder that such license has been revoked. In case of the revocation of such license the money and securities and the bond, if there be one, received from the licensee, shall continue to be held by the comptroller, until otherwise directed by the order or judgment of a court of competent jurisdiction.

SEC. 27. *Penalties for conducting business without license, et vetera.*—Any person or partnership carrying on the business specified in section twenty-five of this article without having obtained from the comptroller a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, or who, without such license shall, on any sign, letterhead, advertisement, or publication of any kind use the word "banking" or "banker," or any equivalent term, in any language, in connection with any business whatsoever, or who shall fail to display the license certificate as provided in section twenty-five hereof, or who shall fail to keep books of account or to make the reports as herein provided, or who shall advertise or publish in any manner whatsoever, either orally or in writing, any statement intended to convey or actually conveying the idea or impression that such licensee is in any way under the supervision of this State or any officer thereof, or that this State or any officer thereof has passed in any way whatsoever upon the responsibility, solvency, or qualifications of such licensee to engage in such business, or that this State or any officer thereof has examined any accounts of said licensee or has in any way certified that such licensee is in any way a fit person to carry on such business, shall be guilty of a misdemeanor.

SEC. 28. *Perjury.*—Any person who in any application for a license presented to the comptroller, or in any report made under this article, shall swear falsely as to the amount of the assets or liabilities of the applicant, or as to the amount of the assets or liabilities of a licensee, or in any other particular, or in any affidavit made under section twenty-nine-d of this article shall swear falsely as to any fact therein stated, is guilty of perjury.

SEC. 29.—*Penalty for failure to make reports.*—Any person or partnership who shall fail to make any report required by this article within the time specified for the same shall forfeit to the people of the State of New York the sum of one hundred dollars for every day that such report shall be delayed or withheld. The money forfeited under this section shall be recovered in an action brought in the name of the people of the State, and with all moneys received as fees for the issuance of the licenses provided for herein shall be paid into the state treasury to the credit of the general fund.

SEC. 29a. *Discharge and renewal of bonds, substitution of securities, et cetera.*—The surety in a bond given pursuant to this article may give notice to the comptroller in writing requesting to be released from responsibility on account of any future breach of the condition of the bond, and that the principal in the bond be required to give a new surety, and thereupon the comptroller shall give notice in writing directed to the principal upon said bond at the place designated by him for the transaction of business requiring him within ten days from a day therein specified to file a new bond in the form required therein, with a new surety, approved by the comptroller, or money or securities in lieu thereof, and upon the filing of such new bond or such money or securities in lieu thereof within the time specified, but not before, the surety upon the old bond shall be discharged from liability upon the bond given by it for any subsequent act or default of the principal. Whenever money or securities are deposited with the comptroller pursuant to this article he may in his discretion permit the substitution of securities for money, or of money for securities, in whole or in part, or of money or securities for any bond, or of a bond for money or securities deposited (other than the money or securities of the value of ten thousand dollars which the licensee is required by section twenty-five hereof to keep at all times on deposit with the comptroller), or the withdrawal of securities deposited and the substitu-

tion of others of equal value in their place, and if the total value of securities become substantially impaired he shall require the deposit of money or additional securities sufficient to cover the impairment in value. In the event of the failure of such principal to file a new bond or such money or securities in lieu thereof, or to deposit money or additional securities to cover any impairment of value of securities theretofore deposited, within the time specified, the comptroller shall forthwith revoke the license of such principal. In the event that the licensee shall at any time discontinue the business licensed or with respect to which a bond shall have been filed or money or securities shall have been deposited pursuant to this article, the comptroller, on the order or judgment of a court of competent jurisdiction, may cancel the bond filed by the licensee and return to the licensee all moneys and securities deposited.

SEC. 29b. *Burden of proof in actions against licensee.*—In an action against a licensee to recover money deposited with such licensee for transmission, the burden of proving the transmission to and receipt of the money by the person to whom such money is directed to be paid shall be upon the licensee to whom such money was delivered for transmission. Proof by a properly authenticated affidavit of such licensee or his duly authorized agent, showing the transmission of such money to the person to whom the same was to be transmitted, or to the correspondent of the licensee to whom such money may have been transmitted for payment to the person to whom such money was to be paid, together with a properly authenticated receipt signed by the consignee of such money, or in lieu of such receipt a properly authenticated affidavit of the agent of the licensee showing the fact of payment, shall be deemed sufficient evidence to shift the burden of proof to the plaintiff.

SEC. 29c. *Time within which money is to be transmitted.*—All moneys received for transmission to a foreign country by any licensee shall be forwarded to the person to whom the same is directed to be transmitted within five days after the receipt thereof, and every person who shall fail to so forward the same within the time specified shall be guilty of a misdemeanor.

SEC. 29d. *Exceptions.*—The foregoing provisions shall not apply (1) to any corporation or "individual banker" authorized to do business under the provisions of the banking law, nor to any association organized under the national banking act; nor (2) to any hotel-keeper who shall receive money for safe-keeping from a guest; nor (3) to any express company or telegraph company receiving money for transmission; nor (4) to any individual or partnership receiving money on deposit for safe-keeping or for transmission to others, or for any other purpose, where the average amount of each sum received on deposit or for transmission by such individual or partnership in the ordinary course of business during the fiscal year preceding the date of the affidavit hereinafter specified shall not be less than five hundred dollars, proof of which fact, by affidavit to the satisfaction of the comptroller, shall be made by the individual or member of the partnership seeking exemption hereunder whenever thereunto requested by the comptroller; nor (5) to any individual or partnership who would otherwise be required to comply with section twenty-five of this article who shall file with the comptroller a bond in the sum of one hundred thousand dollars, approved by the comptroller as to form and sufficiency, for the purpose and conditioned as in said section prescribed where the business is conducted in a city having a population of one million or over, and if conducted elsewhere in the State such bond shall be in the sum of fifty thousand dollars, or in lieu thereof money or securities approved by the comptroller of the same amount. The provisions of section twenty-nine-a shall be applicable to such bond or deposit of money or securities.

SEC. 29e. *Construction of this article.*—Nothing in this article contained shall be construed to require the comptroller to make any inquiry or examination as to the responsibility or solvency of any applicant for a license or of any licensee hereunder.

SEC. 29f. *Additional penal provision.*—Any licensee who shall violate any of the provisions of this article the violation of which has not hereinbefore been expressly made a misdemeanor or a felony shall be guilty of a misdemeanor.

SEC. 29g. *Bureau of licenses.*—The comptroller shall establish a license bureau for the purpose of complying with the provisions of this article.

SEC. 2. Article ten of such chapter is hereby repealed, but said repeal shall not affect any right already existing or accrued or any liability incurred prior to the passage of this act.

SEC. 3. This act shall take effect September first, nineteen hundred and ten.

APPENDIX XII.

NEW YORK STATUTE OF 1910 AMENDING THE GENERAL BUSINESS LAW
IN RE TICKET AGENTS.

CHAP. 349.—An act to amend the general business law in relation to ticket agents.

[Became a law May 23, 1910, with the approval of the governor. Passed, three-fifths being present.]

The people of the State of New York, represented in senate and assembly, do enact as follows:

SECTION 1. Chapter twenty-five of the laws of nineteen hundred and nine, entitled "An act relating to general business, constituting chapter twenty of the consolidated laws," is hereby amended by repealing article ten thereof and inserting therein a new article, to be article ten thereof, to read as follows:

Article 10.

TICKET AGENTS.

Section 150. Licenses to sell transportation tickets or orders for transportation to or from foreign countries.

151. Bonds.

152. Revocation of licenses.

153. Penalties for conducting business without license, et cetera.

154. Discharge and renewal of bonds.

SEC. 150. *Licenses to sell transportation tickets or orders for transportation to or from foreign countries.*—No person, firm, or corporation other than railroad companies or transatlantic steamship companies, or the agents of such railroad companies or steamship companies duly appointed in writing, shall hereafter engage within this State in the sale of steamship tickets or orders for transportation to or from foreign countries without having first procured a license to carry on such business from the comptroller. Such license shall be granted on an application designating the place where the business for which a license is sought is to be carried on and shall be accompanied by satisfactory proof by affidavit of good moral character. Such license shall be granted upon the payment to the comptroller of a fee of twenty-five dollars, and shall be renewed on payment of a like fee annually. Every license shall contain the name of the licensee, a designation of the city, street, and number of the house in which the licensee is authorized to carry on business, and the number and date of such license. Such license shall not be transferred or assigned, nor authorize the transaction of business at any place other than that designated in the license except with the written approval of the comptroller. The license shall run to the first day of September next ensuing the date thereof, and no longer, unless sooner revoked by the comptroller.

SEC. 151. *Bonds.*—The comptroller shall require the applicant for a license to file with the application therefor a bond, in due form, to the people of the State of New York, in the penal sum of two thousand dollars, in cities of the first class, and of one thousand dollars in all other localities, with two or more sufficient sureties, who shall be freeholders within the State of New York, conditioned that the obligor will duly account for all moneys received for steamship tickets or orders for transportation to or from foreign countries, and that the obligor will not be guilty of any fraud or misrepresentation to any purchaser of such tickets or orders. The bond of a surety company approved by the comptroller, or cash, may be accepted in lieu of surety. The comptroller shall keep a book or books wherein shall be entered in alphabetical order all licenses granted and all bonds received by him as provided in this article, the date of the issuance of said licenses and of the filing of such bonds, the name or names of the principals, with a statement of the place of business, and the names of the sureties upon the bonds so filed, which records shall be opened to public inspection. A suit to recover on the bond required to be filed under the provisions of this article may be brought by or on the relation of any party aggrieved in a court of competent jurisdiction, and in the event that the obligor on said bond has been guilty of fraud or misrepresentation, may be enforced by the comptroller in the name of the people of the State of New York to recover the full

penalty thereof. The fees received for the issuance of any license provided for in this article and the money reserved as the penalty on any bond, enforced by the comptroller, shall be paid into the State treasury, to be used to defray the miscellaneous expenses of the comptroller.

SEC. 152. *Revocation of licenses.*—In the event that any licensee shall be guilty of any fraud or misrepresentation, or shall fail to account for any moneys paid in connection with the sale of any ticket or order for transportation by steamship, the comptroller shall be empowered, on giving such notice to the licensee as he shall deem sufficient, and an opportunity to answer any charges made against such licensee, to revoke the license under which such business shall be carried on.

SEC. 153. *Penalties for conducting business without license, et cetera.*—Any person, firm, or corporation carrying on the business specified in this article without having obtained from the comptroller a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, shall be guilty of a misdemeanor.

SEC. 154. *Discharge and renewal of bonds.*—The provisions of section twenty-nine-a of this chapter as to discharge and renewal of bonds shall be applicable to any bond given pursuant to this article.

SEC. 2. This act shall take effect September first, nineteen hundred and ten.





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